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THE CITY OF SPRINGFIELD

Grants Management Review

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EXECUTIVE SUMMARY

The City of Springfield contracted with Public Consulting Group, Inc. (PCG) to conduct a comprehensive review of its grants management procedures and make recommendations to strengthen these processes. Our reviews, and recommendations included in this report, are intended to:

- Strengthen grants management processes;
- Enhance the City's collection of grant revenues;
- Improve procedures for complying with federal, state, and other grant requirements;
- Identify areas in need of training and opportunities available to address them; and
- Increase efficiency by identifying opportunities to centralize existing or new resources to assist the City in maintaining an effective grants management system.

PCG would like to take this opportunity to thank the many Department and Control Board staff who worked with this us on this review. We greatly appreciate the time spent meeting with us to document Department processes and the many documents and reports provided to us that were necessary to complete this review.

Methodology

PCG began our work by meeting with City Departments to discuss their grants management procedures, then documenting them as process maps displaying the major steps and resources required to apply for and maintain a grant. We also selected a representative sample of grants to review applications and procedures used to ensure compliance with the grant. Finally, we developed findings and recommendations in six areas critical to effective grants management:

1. Grants Management Efficiency
2. Grant Revenue Pipeline and Sustainability
3. Applications
4. Grant Compliance
5. Finance & Accounting
6. Training

Findings and Recommendations

While the findings and recommendations are organized by topic area, there are three main findings that drive the recommendations.

1. ***There is no central approach to grants management.***
2. ***There is limited or no sustained grant seeking activity.***
3. ***There is no sustainability or maintenance planning for grant revenue or programs that are funded by grant revenue.***

These findings provide a significant opportunity for the City of Springfield to restructure its grants management processes, increase grant revenue, and position City finances more favorably in the long term.

1. *There Is No Central Approach To Grants Management.*

City Departments identify, apply for, and manage grants independently with little central oversight and without consideration of city-wide priorities. The City has not established grant program priorities or grant revenue targets for Departments. With the implementation of MUNIS, Springfield has taken steps to centrally track grant expenditures. However, maintenance of effort requirements, match requirements, grant applications, awards and losses are not tracked and monitored centrally.

As an example of how this lack of centralized approach hinders grants management, PCG found that large cities often develop standard grant application materials and templates, such as historical narratives and population statistics, that can be used to formulate an effective and consistent message for its Departments to use in applying for grants. Springfield has developed no such templates, and as a result Departments spend time developing such materials independently, expending unnecessary time and resources and communicating different messages to funders.

With the implementation of MUNIS, Springfield has taken steps to centrally track grant expenditures. However, maintenance of effort requirements, match requirements, grant applications, awards and losses are not tracked and monitored centrally.

This lack of coordination and oversight results in an inefficient, decentralized grants management structure that does not align grant revenue with City needs, or emphasize the importance of and need for additional grant revenue.

2. *There Is Limited Or No Sustained Grant Seeking Activity.*

City Departments focus their grant application activities on known, recurring grants that they have received previously. Little to no additional grant searching and identification is conducted. This lack of grant identification and submission results in a stagnate level of grant funding, below Springfield's peer cities, despite the City's demographic and programmatic needs.

3. *There Is No Sustainability Or Maintenance Planning For Grant Revenue Or Programs That Are Funded By Grant Revenue.*

Departments generally do not conduct short and long term strategic planning around grant revenue. There is little planning done to determine how programs or staff will be maintained over the course of the grant and when funding ends. Additional funding resources are generally not identified to support programs and services, nor ongoing plans for leveraging the funding's

impact to the City over the life of the grant. This lack of planning contributes to an unstable and unpredictable grant funding future for the City.

The table below provides an overview of rating of department ratings in the pipeline, sustainability, application, compliance, and finance and accounting areas that support the key findings and recommendations.

Topic Area	Overall Rating	Comments
Pipeline	○	Limited or no ongoing "pipeline" of grants identified and accessed. Substantial opportunity to develop sustained approach for more thorough grant searching and revenue growth.
Sustainability	○	Minimal long-term planning to grow grant revenues. Lack of planning is a significant contributor to unpredictable grant funding future.
Applications	◖	Limited number of new grant submissions has stagnated new grant funding. Identified opportunities to improve grant applications with more effective problem statements, quantifiable data elements, and additional long-term planning for funding requests.
Grant Compliance	◖	Departments do not maintain consistent grant documentation. Developing uniform grant folders and policy/procedure manuals is an opportunity to protect City's funding sources and encourage Departments to document compliance with grant requirements and apply City policies consistently.
Finance and Accounting	◖	Inconsistent grant revenue draws and limited application of indirect cost rates are burdening the City's finances by requiring general revenues to support grant activities. Developing indirect cost rates, a city-wide cost allocation plan, and standard draw policies will minimize the City resources required to support its grant funding.

The following detailed findings and recommendations in this section are built around these main findings and are grouped by the six areas critical to effective grant management that the City of Springfield could use to improve its operations. These recommendations range from those that are simple to implement at no additional cost, to those that will require more significant planning and investment.

A. Grants Management Efficiency

The decentralized grants management process is inefficient and in its current state does not take advantage of available grants. Departments have limited capacity to improve their current grant

processes without assistance and oversight. A centralized Grants Management Office should be instituted to enhance the City's grant identification, application, management, and compliance capacity.

Findings	
A1.	Other municipalities with similar populations and federal grant awards to Springfield maintain more centralized grant management structures.
A2.	The city lacks strategic planning for grants management.
A3.	Grant opportunities identified are not being tracked by the city or individual departments.
A4.	Departments identified limited grant writing capacity as a barrier to applying for and managing additional grants.
A5.	Departments possess program specific expertise that is essential for successful grant application development and management.
A6.	No central review and assessment of grant application content is occurring in the city.

Recommendations			
#	**Time**	**Recommendations**	**Resource Requirements**
A1.	0 - 6 months	Establish a centralized Grants Management Office (GMO).	$133,900; PCG anticipates that the establishment of the Grants Management Office will take approximately 6 months to 1 year to fully establish with 2 FTEs and the proper procedures in place.

B. Grant Revenue Pipeline and Sustainability

Springfield does not have a healthy pipeline of potential grant revenue. Grant sustainability and maintenance of existing grants is often uncertain and not planned for sufficiently. Additional grant identification, application and sustainability activities should be undertaken by the Grants Management Office and individual Departments to improve the City's fiscal position.

Findings	
B1.	Many Springfield Departments do not regularly search for funding opportunities, resulting in a stagnant pool of grant funding.
B2.	Springfield receives less federal grant funding than peer cities.
B3.	Most Springfield Departments do not conduct funding sustainability planning.
B4.	In FY07, two departments reverted grant funding.

Recommendations			
#	**Time**	**Recommendations**	**Resource Requirements**
B1.	0 - 6 months	Departments should develop long-term strategic plans.	Annual activity; Will require 10 hours per department.
B2.	0 - 6 months	Departments should develop funding sustainability maintenance plans.	Annual activity; Will require 20 hours per department.
B3.	0 - 6 months	Departments should review lost grant proposal score sheets.	No additional ongoing costs required; Will require existing department staff to commit 2 hours per lost grant.
B4.	0 - 6 months	Establish annual grant revenue targets.	No additional ongoing costs required.

C. Applications

As stated above, the main finding in regard to applications is an overall lack of applications submitted. In addition, PCG reviewed a sample of applications both for grants that were won and lost by Departments. This review indicates that grant writing training and additional grant writing and support capacity are necessary.

Findings	
C1.	In FY07, a City grant application was lost due to an electronic submission error resulting from lack of training.
C2.	Springfield grant applications can be improved to increase funding success.
C3.	Expanded grant writing capacity has assisted two departments in obtaining additional grant funding.

Recommendations			
#	**Time**	**Recommendations**	**Resource Requirements**
C1.	6 - 12 months	Provide training and cross training in electronic submission processes.	Costs included in Grants Management Resource Requirements; Will require an expenditure on the City of Springfield for grant writers to attend trainings. Note: Grants.gov gives online and onsite trainings on the online submission process. The online tutorials are free of charge.

Recommendations			
#	Time	Recommendations	Resource Requirements
C2.	0 - 6 months	Focus trainings and Grants Office review on targeted areas for improvement.	Costs included in Grants Management Resource Requirements.
C3.	6 - 12 months	Expand grant writing capacity.	Costs included in Grants Management Resource Requirements; Will require Springfield to compile a list of possible grant writing consultants for the departments. If expanded capacity is need by departments, grant writers would cost between $50 - $100 per hour or on a project basis.

D. Grant Compliance

PCG reviewed a sample of grants managed by the Departments to determine whether they were generally compliant with the funder's requirements. Reviewing compliance in this area was extremely difficult, and in some cases impossible, because Departments do not maintain complete grant files. The decentralized grants management process extends to the Department level where finance and program staff manages different areas of grant reporting thereby creating compliance exposure.

Findings	
D1.	Departments do not maintain grants management manuals.
D2.	Departments do not maintain complete grant files.

Recommendations			
#	Time	Recommendations	Resource Requirements
D1.	0 - 6 months	Require Departments to maintain grant files.	No additional ongoing costs required; Grant Managers should begin collecting this information in grant folders as part of the application and management of FY09 grants.

Recommendations			
#	Time	Recommendations	Resource Requirements
D2.	6 - 12 months	Develop grant procedure manuals at the City and Department level.	Costs included in Grants Management Resource Requirements; Management Office resources assumed in FTE costs. Additional 20 hours of initial development and 5 hours of ongoing maintenance required at each department.

E. Finance and Accounting

The recent implementation of MUNIS has significantly changed grant expenditure management and should improve the City's understanding and management of its cash position. Springfield has missed some opportunities to improve its cash position due to delays in grant draws which has negatively impacted cash flow. The lack of indirect cost rates prevents the City from recovering central costs incurred in support of grant programs.

Findings	
E1.	Did not identify a significant variance in Department maintained and MUNIS grant balances.
E2.	FY07 grant amounts loaded on MUNIS without proper documentation.
E3.	Multi-year grants are difficult to establish on MUNIS.
E4.	Revenue received by the City was often unidentified, making it difficult to apply funds to the appropriate Department.
E5.	Delayed grant draws create negative balances and lost opportunities for effective cash management.
E6.	Lack of a City-wide Cost Allocation Plan prevents Departments from fully recovering indirect costs.
E7.	Indirect charges applied inconsistently to schools grants.
E8.	Indirect costs are not charged to non-school grants.

Recommendations			
#	Time	Recommendations	Resource Requirements
E1.	0 - 6 months	Springfield should develop standard grant draw policies and link with CitiStat.	No additional ongoing costs required.
E2.	6 - 12 months	Develop a city cost allocation plan for central service costs.	$50,000 - $75,000; Resources required will vary depending on the level of and software the City would like in supporting the CAP.

Recommendations			
#	Time	Recommendations	Resource Requirements
E3.	6 - 12 months	Implement policies regarding indirect cost charging.	No additional ongoing costs; Will require approximately 15 hours per Department to calculate and negotiate approved rates. A private vendor could be hired as necessary to assist Departments in developing indirect cost pools and calculating final rates.
E4.	0 – 6 months	Develop standard reports for regular review with Grants Management and Auditor's offices.	Resources for the Grant Management Office are assumed within the FTE cost estimate. Estimate 8 – 10 hours required annual for each Department to conduct quarterly meetings.

F. Training

The implementation of many of these recommendations will require additional staff training. Trainings in grant writing, searching and management should be made available to City staff.

Findings	
F1.	The Springfield library department offers grant-specific trainings.
F2.	Most Department grant staff have not had access to or participated in grant related trainings.

Recommendations			
#	Time	Recommendations	Resource Requirements
F1.	0 - 6 months	The City should work with the Library Department to offer grant trainings.	Library has reported some capacity within existing staff resources. Estimate 4 – 8 hours per year of Department time.
F2.	0 - 6 months	Springfield should implement trainings for grant writers.	$200 - $500 per person.
F3.	0 - 6 months	Springfield should train grant managers to successfully utilize technology required to submit grant applications.	No additional ongoing costs; Will require that Grant Managers review existing materials and attend trainings focused on submission of grant application materials.
F4.	0 - 6 months	Springfield Departments	$200 - $500 per training session.

Recommendations			
#	**Time**	**Recommendations**	**Resource Requirements**
		should be encouraged to access trainings offered outside of the City.	

Implementing these recommendations will develop a grants management system that:

1. Utilizes more efficient and centrally managed processes to promote revenue growth, increases compliance, and supports city's programmatic goals;
2. Promotes long-term sustainability of existing grants and identification of new opportunities;
3. Enhances the City's financial position through consistent grant financial policies; and
4. Develops more effective and consistent applications that lead to successful access to new funding sources.

However, the most important benefit that the City will receive is that the increased revenues and improved grant management activities will expand the services and supports that Springfield is able to offer its residents without increasing their financial burden.

I. BACKGROUND & METHODOLOGY

The following section outlines the methodology that PCG used to review Springfield grants management procedures and develop our recommendations.

Identify City Departments, Grants, and Grants Managers

PCG met with the City of Springfield's Auditor's Office to review central grant oversight activities and accounting systems, as well as to determine which City Departments and grants to include in our review. The grant sample reviewed included both awarded and unawarded applications from each Department that manage a significant amount of grant revenue funding for the City.

Our sample included the following grants:

Department	Grant
Community Development	• Supportive Housing - Shelter Plus Care • Community Development Action Grant • Community Development Block Grant • Smart Growth Technical Assistance Grant • Keep America Beautiful, Inc. Graffiti Hurts
Elder Affairs	• Senior Services America, Inc, Title III-B funding for Outreach and Social Services • Greater Springfield Senior Services, Inc.
Human Services	• Massachusetts, DPH, Tobacco Control Program • HRSA, Healthcare for the Homeless Grant
Public Works	• Municipal Recycling Grant Application • Recycling Blue Boxes
Parks	• 21st Century Community Learning Centers Program Continuation Grant • Community Reinvestment
Public Safety	• Edward Byrne Memorial Justice Assistance Grant (JAG) Program • Senator Charles E. Shannon, Community Safety Initiative • Fire Act Grant 2007 Application • Fire Act Grant: 2006 Application
Library	• Adult Basic Education • Massachusetts Board of Library Commissioners • Mass Mutual Fund Grant

Department	Grant
Schools	• SPED 94 • Dewitt-Wallace • Quality Full Day • Early Reading First-No Cost Extension • Teacher Incentive Fund • Early Reading First Program

Using a list of grants and departmental contacts provided by the Auditor's Office, PCG selected a sample of grant applications to review and contacted each grant manager to set up a meeting.

Grant Review Processes

PCG met with grant managers to discuss the specific grants management processes in place for their Department. These discussions included:

- A review of the processes the Department has in place to identify, apply for, manage, and report on each grant;
- Department expenditure and revenue tracking activities;
- The amount of time Department staff spend managing the grant process;
- The Manager's perceptions on the strengths and weakness of grants management in their Department.

PCG documented findings and requested copies of the grants included in the sample.

Developed "As-Is" Process Maps

Using information gathered from grant managers, PCG developed process maps to identify the major steps undertaken by City Departments to manage grant activities. The process maps and related narratives include information on the number of staff involved and time required to manage the process.

Reviewed Six Critical Grants Management Areas

PCG reviewed Departmental processes in six critical areas of effective grants management in order to identify opportunities for the City to improve its operations. The areas reviewed include:

1. ***Grants Management Efficiency:*** There are certain core competencies in the area of grant management recognized by federal and state entities. These include:
    - Managing risk
    - Understanding federal requirements
    - Implementing a grant proposal into a project plan

- Management
- Administering sub-recipients
- Managing budget and finances
- Using management systems and organization structure to support coordination
- Keeping records and documenting progress

PCG assessed Springfield's current process against these core competencies to identify gaps. Additional work in this area included an evaluation of local grants management structures that compared municipalities of similar size and scope to Springfield. PCG examined the grants management structure and centralized responsibilities of select cities within New England and compared their grants management capacity to their total Federal grant revenue. PCG also met and discussed the grants management process with representatives from the Cities of Boston, Woburn, Brookline, Brockton, Massachusetts, and Hartford, Connecticut.

2. ***Grant Applications:*** PCG reviewed each of the grants included in our application sample to asses the effectiveness of the materials. Our review focused on four important characteristics of effective applications:

a. Problem Statement and Objectives**:** Does the application provide a clear and concise statement of the problem to be addressed by the grant funding? Does the section contain factual information such as demographics or statistical data to further support the problem statement?

b. Project Design: We considered whether the proposal included a clearly defined methodology and approach to the project that highlighted innovative features and effectively describes why the Department chose the suggested methods to meet the goals of the grant.

c. Project Evaluation: W reviewed whether the grant applications included evaluation criteria to measure the progress towards the project goals. It is important to provide specific details on how results will be measured and how evaluation activities are integrated into the programs or services proposed.

d. Budget Planning: The application should present accurate, specific, and realistic budget information. Our evaluation looked for:
   - Where applicable, budget information broken into phases such as implementation, ongoing operation, and phase-down costs.
   - Information on how the grant project funding fits into the Department's budget, ideally showing that the City is providing additional financial support.
   - Proper accounting for utilities, fringe benefits, indirect, and other overhead costs where allowable.
   - Consistency within the proposal narrative.

- Information on future funding opportunities showing consideration of continuing the services beyond the scope of the requested funding.

Where applicable, PCG reviewed application evaluation sheets to identify both positive and negative feedback from the grantors in order to identify additional issues that should be addressed in Springfield's grant applications.

3. ***Grant Revenue Pipeline and Sustainability:*** PCG reviewed available federal grant spending data to compare Springfield against comparable cities in New England. Hartford, Syracuse, and Worcester are a benchmark for Springfield. The data also identified a number of federal funding sources leveraged by these Cities that Springfield has not received, but may consider applying for as a way to increase its federal funds.

   Our conversations with other Cities and research helped to identify additional resources available to Springfield to expand its grant search and application processes. These resources should be used to expand the scope of Departmental grant search activities in order to develop new funding streams in Springfield.

4. ***Grant Compliance:*** PCG reviewed grant RFPs/announcements, regulations, and other documents to identify the major requirements of each grant in our sample. During interviews with Department staff, PCG asked grant managers to identify major barriers or problems they had in meeting these requirements.

   Once identified, PCG examined how the requirements were addressed through a review of the Department's applications and final reports to the funders. This review was not at the standard of an audit, but rather intended to identify common issues affecting grant compliance and to document the major requirements that must be met by Departments.

5. ***Finance and Accounting:*** PCG had originally planned to focus on the accuracy of Department tracking of grant revenues and expenditures by comparing internal tracking information against data available in MAPPER, the City's financial accounting system at the time of our project design. However, our interviews with Departments quickly revealed that grant management staff had transitioned their internal actions to the City's new MUNIS system beginning in FY08, thereby eliminating the need to track grant transactions separately.

   As a result, PCG conducted an abbreviated review of grant tracking operations and shifted its focus to financial practices that effect the day to day management of grants within Departments and the overall impact on the fiscal position of the City. Our key work steps included:

- Review of Department grant revenue draw policies.
- An analysis of quarterly grant fund balances after the close of fiscal year 2007 to determine the amount outstanding grant revenues creating a negative hit against the City's balance sheet.
- This data was then used to determine the potential lost investment revenue as a result of using general funding support expenditures against the outstanding revenues.
- Review of whether the grants included in our sample allowed indirect costs to be charged against the funding sources. Where grants allow for indirect charges, we reviewed grant applications and final report documentation to determine whether the Departments had recovered indirect costs.

6. ***Training:*** During the Department interviews, PCG asked Grant Managers to identify areas where they felt that additional training would assist them in better management. Throughout the review, we note where training would improve grants management, applications and planning are noted, along with a sampling of trainings that are available to address these needs.

Developed Finding and Recommendations

Finally, PCG developed findings and recommendations in these six areas to assist the City of Springfield improve its grants management operations. These recommendations are intended to improve grant management process and develop a more centralized grants management system that will improve financial management, increase grant awards to the City, and assist in complying with grant requirements.

II. FINDINGS AND RECOMMENDATIONS

A. GRANT MANAGEMENT EFFICIENCY

The City of Springfield currently operates in a decentralized grants management structure. The current as-is process is structured so that each individual department is responsible for identifying grant opportunities, applying for, and managing grants. In later report sections the following findings will be addressed in detail:

a. Departments conduct limited searching for new grant opportunities.
b. Departments do not have sustainability plans for managing programs and services once grant funding ends.
c. Departments need training to improve grant writing.
d. Departments do not maintain complete grant information in central files.
e. Grants identified and applied for may not be in line with overall City or Department priorities.
f. Departments reported limited capacity to improve grant application and management functions without additional assistance or reprioritization of staff activities.

When viewed comprehensibly the overall recommendation developed from these findings is the creation of a centralized grant management office to enhance grant identification, writing, training, management and compliance capacity. While we recommend that some functions should be centralized, the Departments, where staff has program level expertise, should maintain a significant role in grants application and management.

Findings

A1. Other Municipalities with Similar Populations and Federal Grant Awards to Springfield Maintain More Centralized Grant Management Structures

In order to ensure the most applicable structure of centralized grant resources, PCG identified municipalities of similar size and scope to Springfield in the New England area and assessed their grants management structure, centralized responsibilities, and compared this capacity to the total Federal grant revenue. The table below displays various municipalities, their current grants management structures, population, and federal grant awards.

When evaluating Springfield's current structure and that of other cities, PCG identified that several centralized roles that were occurring at cities of similar size and federal grant award were not occurring in Springfield. Activities conducted centrally include:

- Grant opportunity identification
- Strategic planning for revenue development
- Managing grant compliance
- Grant tracking
- Coordinating applications

- Developing and maintaining grant management policies and procedures
- Providing inter-department coordination

The centralized grant office can also maintain grant templates with updated demographic, organizational and geographic data about Springfield. These templates will ensure that all proposals are reporting the same data on Springfield. These templates will also save grant writers a considerable amount of time and will enable them to instead focus on the specifics of the grant.

As detailed in the following chart, centralized offices are located under various areas of City government. In the Cities reviewed the organization location varies from the auditor's office, mayor's office, finance/budget department and research division.

City	Grant Management Structure	Centralized Responsibilities	Population (2006)[1]	Total Federal Grants $ Received[2]	Federal Grant per Person
Springfield, MA			152,157	$67,606,219	$444.32
Boston, MA	Grant/Special Revenue Management Office under the Auditor's Office Intergovernmental Relations Office under the Mayor's Office	The two offices help direct the strategic planning of the city's grant and special revenue. The Management Office oversees that all grants are compliant with financial requirements. IGR identifies new grant possibilities, tracks grants applied for, and assists with communicating the Mayor's priorities and strategy.	590,763	$229,088,922	$387.78
Brockton, MA	No central grant management oversight. Individual departments manage all grant funding	Not applicable	94,191	$24,467,240	$259.76

[1] United States Census Bureau. *Cities and Towns.* Annual Estimates of the Population for Incorporated Places over 100,000. 2006. http://www.census.gov/popest/cities/

[2] Federal grant totals received from OMB Circular A-133 Single Audits (http://harvester.census.gov/sac/dissem/asp/incompleteEntity.asp

City	Grant Management Structure	Centralized Responsibilities	Population (2006)[1]	Total Federal Grants $ Received[2]	Federal Grant per Person
Brookline, MA	No central grant management oversight. Individual departments manage all grant funding	Not applicable	55,241	$5,668,742	$102.62
Camden, NJ	Bureau of Grants Management within the Department of Finance	Coordinates grant application and awards, contracting, purchasing, receipts and the disbursement of funds. Coordinates city's grant needs and priorities, develops policies and procedures, searches for funding resources, coordinates and submits proposals for funding sources	79,318	$13,735,938	$173.18
Hartford, CT	Grants Administration Division within the Department of Management and Budget	Coordinates grant applications, provides a budget process, research analysis, consultation services, to assist departments in managing grants more efficiently	124,512	$123,540,036	$992.19

City	Grant Management Structure	Centralized Responsibilities	Population (2006)[1]	Total Federal Grants $ Received[2]	Federal Grant per Person
Lowell, MA	No central grant management oversight. Individual departments manage all grant funding	Not applicable	103,229	$562,754	$5.45
Newton, MA	No central grant management oversight. Individual departments manage all grant funding	Not applicable	82,819	$9,789,993	$118.21
Providence, RI	No central grant management oversight. Individual departments manage all grant funding	Not applicable	175,255	$73,971,277	$422.08
Syracuse, NY	Bureau of Research	The bureau serves as a policy planning, research and information resource, intergovernmental aid, and special projects unit for Syracuse. The office identifies sources of inter-governmental and private aid, prepares grant applications, and monitors some grant programs.	144,001	$45,992,204	$319.39

City	Grant Management Structure	Centralized Responsibilities	Population (2006)[1]	Total Federal Grants $ Received[2]	Federal Grant per Person
Woburn, MA	Central Grant Writer within Planning Board/Mayor's Office	Mayor John C. Curran hired a grants writer who was tasked with assisting the City with accessing four times her salary in new funding sources. Located under the Planning Board and reporting directly to the Mayor, the Grant Writer worked with all Departments, but was particularly focused on grant opportunities within Parks and Schools. Though successful in meeting revenue targets, the position was discontinued when Mayor Curran's term ended.	37,010	$5,667,742	$153.14

City	Grant Management Structure	Centralized Responsibilities	Population (2006)[1]	Total Federal Grants $ Received[2]	Federal Grant per Person
Worcester, MA	Grants Acquisition Division under the Department of Administration and Finance	The division works with individual departments to identify state and federal grant funding opportunities, prioritize opportunities to pursue, identify long-term strategy and mission for departments, assist in proposal writing process, and assist in quality control and overall grant guidance in coordination with individual departments.	175,454	$68,769,957	$391.95

A2. The City Lacks Strategic Planning for Grants Management

Springfield does not have a City-wide strategic plan for grant funding. Departments are not given grant revenue targets as part of the budget process. The Library Department is the only Department that identified an ongoing strategic planning process designed to identify Department goals and priorities, and set associated grant revenue targets.

Boston, Hartford, Camden, and Worcester all have a centralized function that identifies a strategy for the grant application process. The Cities identify opportunities and apply to ones that are in line with their overall strategy.

The Library stood out as having a strategic planning process that integrates grant funding goals for each year. As required by the Massachusetts Board of Library Commissioners, the Springfield Library develops a 5 year strategic plan and supports it each year with an annual action plan for meeting its goals. Built into this annual plan is a discussion of possible grant opportunities and a target for grants to be accessed in the coming year. The documented link between the Library's long-term goals and grant funding was a unique approach among the Departments we spoke with.

A3. Grant Opportunities Identified Are Not Being Tracked by the City or Individual Departments

Currently, Departments identify opportunities on an individual basis. The tracking of identified opportunities is a key area lacking in the current process. No one in the City is tracking the total number of grants applied for or the grant opportunities identified. In addition, the City does not track whether the Department received the funding or not, making it difficult to accurately track successes and areas where additional training or resources may be necessary to improve grant application success rates.

Furthermore, while the City Auditor currently monitors grant accounts through MUNIS, greater management is needed to coordinate grant MOE, matching, and expenditure requirements. The City and Departments are not tracking the MOE and matching promised in applications.

A4. Departments Identified Limited Grant Writing Capacity as a Barrier to Applying for and Managing Additional Grants

Departments identified grant writing capacity as an issue to applying for additional grant opportunities. Facilitating and completing the grant writing process was noted to be time consuming. No standard grant section templates exist for use across Departments. In addition to completing the program specific sections of grant applications, Departments are currently required to develop and redevelop the standard City background sections as well.

A5. Departments Possess Program Specific Expertise That is Essential for Successful Grant Application Development and Management

The program specific expertise possessed by the Department staff is important to the development of grant applications. The program staff are able to identify the program needs and make the case for grant funding to funders. Knowledge of program regulations, grant requirements and vendors utilized is used to manage grant funds at the Departmental level.

A6. No Central Review and Assessment of Grant Application Content is Occurring in the City

While the City has implemented a centralized "go" or "no go" grant application approval process, the process is limited to determining whether or not the Department should move forward with a grant application based primarily on requirements imposed on the City such as Maintenance of Effort (MOE), personnel, and match requirements. No central review of grant application content is occurring in the current process. Boston, Hartford, and Worcester review all grant applications that are submitted to ensure that the grants comply with the city's overall mission and to track match requirements.

Expanding Springfield's central review of grant applications will ensure consistent information in support of the City's goals is provided to all grantors. In addition, greater reviews will lead to better planning around leveraging existing City resources to meet grant requirements and efficiently managing new funding sources.

Recommendations

A1. Establish a Centralized Grants Management Office (GMO)

Springfield would benefit from the creation of a centralized Grants Management Office (GMO). The office would expand the City's capacity to identify and apply for additional resources, coordinate cross-departmental applications, and support grant compliance. While some functions should be centralized, there should remain a significant departmental role in grant application development and grant management.

The proposed mission of the Grants Management Office is as follows:

> The mission of the Grants Management Office is to provide greater grant management and coordination among individual city grant departments in Springfield. The office will serve to identify and provide grant resources including the identification of opportunities for the City, access to greater capacity for City Departments, and assistance in effective and efficient grants management. The office will coordinate the strategy and vision for the City's grant and special revenue management.

Function	Department Role	Centralized Office Role
Grant Search and Revenue Growth/Sustainability	▪ Continue to search for grants to support programs/services. (Use agency specific grant websites.) ▪ Identify/Confirm match/MOE requirements.	▪ Facilitate development of citywide grants strategic plan. ▪ Participate in annual development of Department grant revenue targets. ▪ Search common resources for funding opportunities including listservs, grant resource sites and services. ▪ Communicate new opportunities to Depts. ▪ Publish regular funding announcements. ▪ Establish annual grant revenue targets. ▪ Track all grant opportunities (database). ▪ Identify Match/MOE requirements.
Grant Writing Capacity and Expertise	▪ Continue to serve as primary grant writers, leveraging expertise, experience with funders, etc.	▪ Develop grant templates for regularly included City information. ▪ Provide review of applications for effectiveness / consistency with City goals. ▪ Provide additional capacity with grant writing expertise/assistance. ▪ Coordinate grant training opportunities.

Function	Department Role	Centralized Office Role
Coordination of Management / Approval Processes	▪ Develop all required materials for City review and approval of applications. ▪ Manage the "day to day" operations of the grants.	▪ Coordinate City application review. ▪ Work with Departments to determine if in-kind match is necessary and available. ▪ Conduct cost/benefit analysis of applying for funding based on required City commitments. ▪ Notify Congressional and Legislative partners of pending/submitted applications. ▪ Assist Departments with long-term planning for maintenance and expansion of grant funding.
Compliance	▪ Primary responsibility for ensuring expenditures and activities are compliant with grant requirements. ▪ Draft Department procedure manual.	▪ Develop Department procedure manual templates, approve final manuals, and keep central copy. ▪ Develop/Update city-wide grant application and management procedure manual/check list. ▪ Develop and collect a regular (quarterly) report on expenditures for all grants (YTD spending, planned reversions, management issues). ▪ Maintain central location for complete grant folders.

The following paragraphs provide some additional information on the activities envisioned in the Grants Management Office roles listed above.

- Communicate and publish regular funding announcements and distribute to Departments

The central office should be charged with identifying grants and communicating the funding announcements to the departments. The bulletin should be distributed at least monthly.

The Grant Associate should be responsible for the identification of grants and distribution of the funding announcements. The Associate should monitor various sites, listserves, grant announcement services, and other private entities, such as:

  - Grants.gov: www.grants.gov
  - Catalog of Federal Domestic Assistance: www.cfda.gov
  - The Foundation Center: http://www.foundationcenter.org/
  - Faith Based and Community Initiatives Funding: http://www.whitehouse.gov/government/fbci/grants-catalog-05-2006.pdf
  - The Federal Register: http://www.gpoaccess.gov/fr/index.html
  - Federal Funding Reports http://www.house.gov/ffr/federal_funding_reports.shtml
  - Michigan State Universities Library (maintains a comprehensive list of available websites): http://www.lib.msu.edu/harris23/grants/federal.htm

As potential opportunities are identified, they should be entered into the funding opportunity bulletin containing the following information:

- Federal/State/Private
- Agency or organization
- Grant Title
- Amount of grant award
- Proposal Deadline
- Description of grant

The compiled bulletin of all opportunities identified should be then distributed electronically to Department grant contacts. The Grant Associate will also be responsible for entering this into the tracking database.

- Develop grant templates including standard information for use in grant applications

The templates should provide information on the City's background and demographics that Departments can use to assist them in completing grant applications. The template should include an introduction to the city and various important demographic statistics such as population, unemployment rate, and city diversity statistics. The summary should be updated each year with the most current statistics.

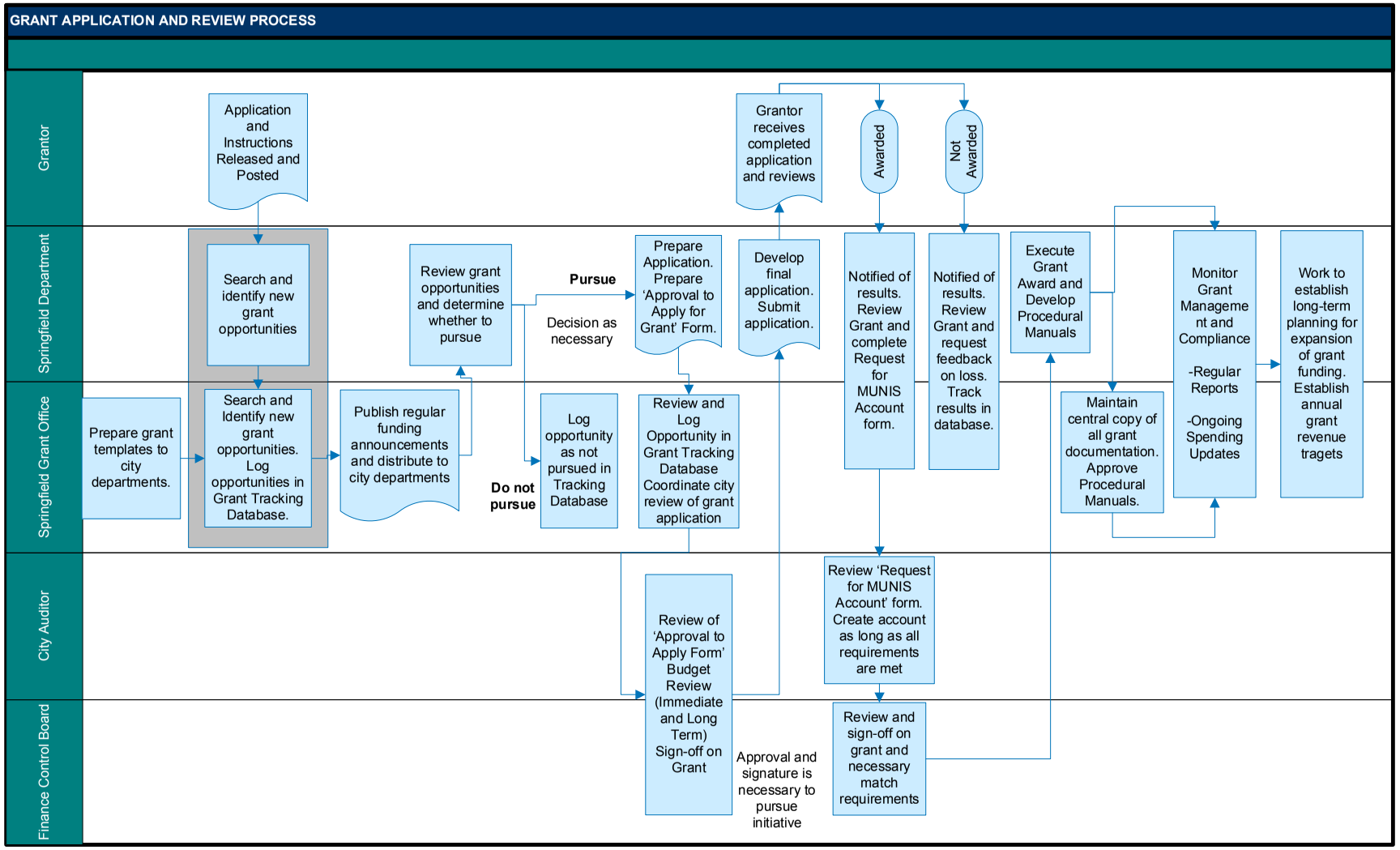
- Organize a centralized location for all grant documentation

The Grants Management Office should serve as the central location for complete grant folders. See the *Compliance Section* of the report for more information on what should be included in the grant folder.

- Maintain a list of grant writing contractors and a procurement vehicle for Department use.

Many Departments identified a barrier to applying for an additional grant is time and resources. The Department of Human Services has overcome this through the hiring a Grant Consultant on a seasonal basis to ensure that the grant writing is coordinated. Hartford currently maintains a list of qualified grant writers that the departments are able to request for services to increase their grant writing capacity.

The process diagram below summarizes the key roles of the Departments and the Grants Management Office.


GRANT APPLICATION AND REVIEW PROCESS
Grantor
Springfield Department
Springfield Grant Office
City Auditor
Finance Control Board
Application and Instructions Released and Posted
Search and identify new grant opportunities
Search and Identify new grant opportunities. Log opportunities in Grant Tracking Database.
Prepare grant templates to city departments.
Publish regular funding announcements and distribute to city departments
Review grant opportunities and determine whether to pursue
Pursue
Decision as necessary
Do not pursue
Log opportunity as not pursued in Tracking Database
Prepare Application. Prepare 'Approval to Apply for Grant' Form.
Review and Log Opportunity in Grant Tracking Database Coordinate city review of grant application
Review of 'Approval to Apply Form' Budget Review (Immediate and Long Term) Sign-off on Grant
Approval and signature is necessary to pursue initiative
Grantor receives completed application and reviews
Develop final application. Submit application.
Awarded
Not Awarded
Notified of results. Review Grant and complete Request for MUNIS Account form.
Notified of results. Review Grant and request feedback on loss. Track results in database.
Review 'Request for MUNIS Account' form. Create account as long as all requirements are met
Review and sign-off on grant and necessary match requirements
Execute Grant Award and Develop Procedural Manuals
Maintain central copy of all grant documentation. Approve Procedural Manuals.
Monitor Grant Management and Compliance
-Regular Reports
-Ongoing Spending Updates
Work to establish long-term planning for expansion of grant funding. Establish annual grant revenue tragets

Springfield should consider the following locations of a central Grants Management Office. The benefits, negatives, and other considerations are included in the chart below.

- Mayor's Office
- Department of Finance
- Auditor's Office

Location	Benefits	Negatives
Mayor's Office	The Mayor's Office provides a location for citywide goal setting. This location would allow the grant office to closely align targets with the city's goals. Additionally, the Mayor's Office location can facilitate relationships with Congressional and Legislative partners.	This location provides for a limited relationship between the grant office and the financial tracking of the grants.
Finance	Establishing the grants office within the finance office supports the development of grant revenue targets and financial management.	Establishing the grants office within the finance office potentially limits the city-wide goal setting and coordination of grant identification and application development. The previous grant manager was located in the Finance Office.
Auditor's Office	Locating the Centralized Grant Office with the Auditor's Office supports and allows for coordination with grant expenditure tracking and compliance. There is currently an FTE in the Auditor's Office tasked with tracking grant accounts and applications to open an account through MUNIS.	Establishing the grants office within the Auditor's Office potentially limits the city-wide goal setting and coordination of grant identification and application development.

The city should consider establishing the Grants Management Office under its finance offices. This location is consistent with the structure of centralized grant resources we found most often in our review of other communities. This location will result in the following benefits:

- Connection of grants management with budget discussions focused on improving long-term financial planning and revenue growth.
- Integration of grants management into the City budget process and alignment with City goals.
- Coordination with the Auditor on compliance and grant expenditure concerns.

Though located under finance, the Grants Management Office should also maintain strong collaboration with the Mayor's Office in order to ensure that grant efforts are aligned with city-wide initiatives and in support of the City's financial and programmatic goals.

PCG recommends the establishment of a Grants Management Office consisting of 2 full-time equivalents: a grant development manager and a grant writing associate. Springfield may consider phasing in the two FTEs over a period of one to two years in order to facilitate the establishment of the office, procedures and protocol. We have included the job description for the two positions below.

It should be noted that these positions are not intended to replace grant management activities supported by Department staff, but rather intended to assist them in managing the application process and provide them with additional capacity to apply for new funding. As noted in other sections in our report, PCG found instances where Department grant managers lacked the resources to complete applications for new grants. Expanding grant writing capacity will allow the City to seek new revenue sources with more effective applications written by experienced grant writers.

Grant Development Manager:

Position Description:
The position will be responsible for the development, implementation, coordination, and expansion of City of Springfield's grant management and identification program. The position requires general coordination with individual city department grant writers/managers and fiscal officers. The position requires the direct supervision of one FTE.

Job Tasks:
- Identify and execute the strategic vision for the Grants Management Office in the City of Springfield
- Develop strategies and plans in coordination with the Mayor, Auditor, and Finance office to identify annual goals and the city's future plan for grant funding.
- Manage the Grants Management Office including supervision of the Grant Writing Associate and work with individual Departments in regards to grant writing and reports, training, grant compliance and the timely submission of reporting requirements to federal and state agencies
- Track City-wide grant identification and application outcomes.

Qualifications:
- Bachelor degree or higher
- 5 to 10 plus years of development and fundraising experience with progressively increasing responsibility.
- Demonstrated ability to secure funding from federal, state, and other sources.
- Demonstrated leadership and supervisory experience, including ability to motivate, lead, set objectives, and manage performance and evaluations.

- Superior verbal and written communication skills.
- Demonstrated ability for strategic analyses and experience designing, implementing, and directing projects, setting deadlines, and ensuring program accountability and compliance.
- Ability to address problems as they arise and manage several priorities with varying deadlines.

Grant Writing Associate:

Position Description:
Responsible for coordinating a grant management program which will include researching, identifying and cultivating potential funding opportunities, tracking outcomes, planning and developing grant templates.

Job Tasks:
- Identify, track and distribute possible grant funding opportunities.
- Create regular grant funding bulletin.
- Coordinate and develop capacity for trainings for department grant writers.
- Establish list of available contract grant writers, maintain contractor database and establish and maintain a procurement / contracting vehicle to be used by Departments in hiring contracted grant writers.

Qualifications:
- Bachelor degree or higher.
- Strong written and verbal communication skills.
- Grant writing experience.
- Microsoft Word, Excel, and Access knowledge.

Resource Assessment and Timeline

Timeline	Additional Resource Requirements
6 – 12 months	The centralization of certain grant functions with the establishment of a Grants Management Office with two full-time equivalents will cost the City approximately $133,900. PCG anticipates that the establishment of the Grants Management Office will take approximately 6 months to 1 year to fully establish with 2 FTEs and the proper procedures in place.

PCG assessed national salary averages for similar position and identified the following potential personnel costs for the proposed staff:

	Number of FTEs	Proposed Salary Per FTE	Fringe	Total Cost
Grant Development Manager	1.0	$55,000	30%	$71,500
Grant Writer Associate	1.0	$48,000	30%	$62,400
Total Personnel Costs				**$133,900**

In addition to the increased grant revenue that may be obtained the cost of the Grants Management Office can be included in the development of an indirect cost rate. The indirect cost rate can be applied to grants received to recover the costs of establishing the office.

B. GRANT REVENUE PIPELINE AND SUSTAINABILITY

Identifying and accessing new revenue sources are key components to providing quality services to the citizens of Springfield. Grant managers should be aware of new funding sources and the submission of timely and complete grant applications.

Planning for sustainability in grant funded programming is essential for long-term success. This includes the continuation of existing funding, preparation for accessing other funding when current grants expire, training staff or providing for succession planning around grants application and management processes, and strategically planning for future revenue needs to meet the City Departments' goals and objectives.

The following chart represents PCG's rating of grant/revenue pipeline and sustainability for each City Department that was reviewed. This ranking was completed after PCG interviewed Department staff about grant application and management activities.

Department Scoring

Department	Grant/Revenue Pipeline	Sustainability
Community Development	○	○
Elder Affairs	○	○
HHS	○	◖
Libraries	●	●
Parks	○	○
Public Safety	○	○
Public Works	○	○
Schools	◖	◖

Criteria

● Maintains a documented plan for identifying and accessing new grant opportunities that match with a strategic vision and a demonstrated success rate with applications submitted. Department conducts annual/regular strategic planning sessions and strategic plan development to guide grant revenue goals and grant revenue sustainability. Regularly accesses new funding in addition to maintaining existing grants.

Criteria (continued)

◖ Search for new grant opportunities is focused on a few sources often related to current funding. Minimal applications for new grants submitted. Department maintains recurring grants and conducts some ad hoc meetings / conversations around sustaining grant funding and seeking new sources to support programming on a limited basis.

○ Very limited searching for new opportunities. The agency focuses mainly on getting maintaining old grant opportunities; little or no conversation is conducted around seeking new sources to support new or existing programming.

Springfield has not established a healthy pipeline of potential grant revenue. Grant sustainability and maintenance of existing grants is often uncertain and not planned for. Additional grant

identification, application and sustainability activities should be undertaken by the Grants Management Office and individual Departments to improve the City's fiscal position.

Findings

B1. Many Springfield Departments Do Not Regularly Search for New Funding Opportunities, Resulting in a Stagnate Flow of New Grant Funding

Most of the Departments we reviewed focused their grant efforts on existing funding opportunities rather than identifying and winning new funding. There is a clear opportunity to expand the scope of grant searching in Springfield so that new revenues can help augment the funding provided by the General Fund.

Departments rely on the City to provide adequate budgets, and use grant funding only to support additional programs. Instead of developing new funding sources, many Departments apply for the same grants year after year. There is limited incentive for Departments to establish more formal grant searching procedures that will allow them to identify more long-term funding sources.

B2. Springfield Receives Less Federal Grant Funding Than Peer Cities

One consequence of a lack of a limited grant revenue pipeline and sustainability planning is that Springfield receives less in federal grant awards from the federal government than peer cities. The following chart compares the average federal grant spending of Springfield to Worcester, Syracuse and Hartford, from FY04 to FY06. Only competitive grants are included in the review, and efforts were taken to eliminate grants that could not be spent by a municipality or were a pass through and therefore spent in another organization. For example, Head Start was removed from the sample because in some municipalities the dollars are managed by the City, while in other locations local organizations are responsible for the spending.

Item	Springfield	Worcester	Syracuse	Hartford
Average Federal Grant Receipt	$ 9,790,954	$ 8,505,322	$ 20,997,218	$ 13,536,641
Census Population (2003)	152,257	175,706	144,001	124,387
Average annual grant receipts	**$ 64.31**	**$ 48.41**	**$ 145.81**	**$ 108.83** [3]

While Springfield has spent more federal money than Worcester, there is a clear opportunity to increase federal revenue receipts in support of needed services in Springfield.

[3] "A-133 Single Audit." Federal Audit Clearinghouse. 2004, 2005, 2006. December 2007 <http://harvester.census.gov>.

The following chart breaks out grant expenditures by federal Department for Springfield, Worcester, Syracuse and Hartford on a per resident basis. The data shows the following about Springfield's grant spending:

- The City's spending was approximately equal to or greater than its peer cities for grants awarded by the Departments of Health and Human Services, Housing and Urban and Development, and Labor.
- Springfield's funding from the Departments of Homeland Security, Transportation and National and Community Service fall far behind peer cities, indicating an opportunity to expand grant receipts in this area.
- Spending from the Department of Education in Springfield was significantly less than similar spending in Syracuse and Hartford. Due to high volume of DOE grants awarded on a per student basis, this indicates an opportunity to expand the City's receipt of discretionary grants awarded by the Department of Education.

Agency	Springfield	Worcester	Syracuse	Hartford
Department of Education	$ 35.04	$ 20.11	$ 41.34	$ 54.03
Department of Health and Human Services	$ 9.45	$ 3.84	$ 1.49	$ 42.40
Department of Housing and Urban Development	$ 6.46	$ 5.78	$ 37.14	$ 5.16
Department of Homeland Security	$ 0.18	$ 3.46	$ 2.83	$ 1.35
Department of Labor	$ 10.71	$ 5.67	$ -	$ 0.14
Department of Environmental Protection	$ 0.60	$ 0.36	$ 0.01	$ 0.06
Department or Transportation	$ -	$ 6.54	$ 61.74	$ -
Department of the Interior	$ 0.03	$ -	$ -	$ 0.53
Department of Energy	$ 0.04	$ -	$ 0.82	$ -
National and Community Service	$ 0.02	$ 1.25	$ 0.44	$ -
Department of Agriculture	$ -	$ -	$ -	$ 0.02
National Endowment for Arts/Humanities	$ -	$ 0.10	$ -	$ -

[4]

Finally, the following is a listing of grants received by peer Cities that are not awarded to Springfield. While we could not determine for each whether the City had attempted to apply for the funding, or whether management decisions were made not to apply, the grants are presented as funding sources for the City to consider when seeking to increase programs supported by federal revenue sources.

[4] Ibid.

Grant	Federal Department	Other City Receipts (Term)
Economic Development 11.302	Department of Commerce	Worcester $46,166.33 (3 years)
Job Corps 11.307	Department of Commerce	Hartford $1,058,671.33 (3 years)
EDI Grant (Community Development) 14.227	Housing and Urban Development	Syracuse $1,370,859.00 (3 years)
Shelter Plus Care 14.238	Housing and Urban Development	Worcester $711,206 (3 years)
Employment & Training 17.261	Department of Labor	Worcester $2,611,410 (3 years)
Special Education Research and Innovation 84.324	Department of Education	Worcester $525,144 (3 years)
Literacy through School Libraries 84.364	Department of Education	Providence $139,131 (1 year)
Community Collaboration Youth Violence 93.243	Department of Health and Human Services	Syracuse $141,363.00 (1 year)
Immunization 93.268	Department of Health and Human Services	Hartford $124,315.33 (3 years)
Bioterrorism Grants 93.996	Department of Health and Human Services	Syracuse $241,170.00 (2 years)
Preventive Health 93.977	Department of Health and Human Services	Hartford $130,878.67 (3 years)
Retired and Senior Volunteer Program 94.002	Corporation for National and Community Service	Worcester $624,038 (3 years)

[5]

B3. Most Springfield Departments Do Not Conduct Funding Sustainability Planning

Most Springfield Departments lack a strategic plan that addresses grant funding within their organization. The development of long-term strategic plans that consider grant funding would allow Departments to focus on future goals and benchmark revenue goals for future years.

For example, the Library Department employs strategic plan that is developed every five years. This long term plan is augmented by an annual plan that considers grant funding opportunities as tools to meet the goals it establishes for they ear. . Each annual plan includes the number of grants the Library plans to target and to receive over the course of the next year.

The Library Department stated that their strategic planning activities around grant searching are focused on the Foundation Center, which is a philanthropy resource, connecting nonprofits and grantees. It maintains a comprehensive database on U.S. grant-makers and their grants. As a partner of the Foundation Center, the Library is able to search this database which includes detailed profiles of all active U.S. foundations as well as an extensive file of recent grants awarded by the nation's top funders. This detailed listing of available funding sources is critical in allowing the Library to develop multi-year goals to enhance their funding streams because they are able to determine the amount of funding likely to be available and set goals with that information.

While they do not maintain a Department-wide strategic plan, HHS demonstrated long-term grant planning related to its HRSA grant. Seeking to access new revenue, the Department sought to bill Medicaid for some of City-funded services and therefore generates new program income to support future funding considerations.

B4. In FY07, Two Springfield Departments Reverted Grant Funding

Another sustainability issue has to do with grant reversions. Reversions occur when a Department does not expend all of their grant money during the grant period. When this occurs,

[5] Ibid.

the Department may have to send the unexpended money back to the grantor. Not only does reverting money mean lost revenue to the Department and City, but it can also project the image to the grantor that the grant proposal was poorly planned and that they grantee may not warrant consideration for later grant opportunities.

The School Department reverts grant money each year, including $1,619,427.98 in FY07. The Parks Department also reverted $400,000 of the 21st Century Learning grant in FY07.

Schools indicated that grant reversion were often driven by late-occuring grant expenditures. These late expenditures prevent the Department from knowing exact spending and grant balances until just prior to, or even after, the grant period has closed. This is not an issue of vendor contracts, but an issue around timing. The School Department determines the amount of grant money left unexpended only after all invoices have been received, which may happen very close to the end of the grant period. The Department may not have enough time to spend all grant money before the grant period has closed, indicating an opportunity for more regular grant funding reviews to avoid allowing funding to lapse.

In addition, some grants require Departments to contract with third parties. This is the case with the 21st Learning Center grant that the Parks Department administers. The Parks Department noted that the contracting process can take as many as four months. Because of this period of inactivity, the Department then has to spend a full year's budget allocation in just 8 months. This can be difficult and often times results in a reversion. In this case, the lengthy contracting process often causes delays and therefore reversions.

While it may be permissible for some grants to roll to the next year, grantors typically do not approve of this practice and this may be considered when the Department applies for funding in the future.

Recommendations

B1. Departments Should Develop Long-Term Strategic Plans

PCG recommends that each Springfield Department develop a long-term strategic plan that includes goals for the department and numbers of new grant dollars/number of grants that will be applied for in the coming years. The revenue targets and budget development of each Department should include grant funding. Annually, each Department should determine grant targets as part of their budget process.

Timeline	Additional Resource Requirements
0 – 6 months	Annual activity, 10 hour per department.

B2. Departments Should Develop Funding Sustainability Maintenance Plans

In addition to developing new funding sources, Departments should develop maintenance plans that delineate how staff and programs will be sustained of the course of the grant and when the grant expires. The maintenance plan will help Departments anticipate and minimize funding changes, as well as develop strategies for maximizing the funding's positive impact to the City over the life of the grant.

Initial maintenance plans should be developed and reviewed prior to the Department's application, as well as updated and reviewed by the Grants Management Office throughout the life of the funding.

Timeline	Additional Resource Requirements
0 – 6 months	Annual activity, 20 hours per department.

B3. Departments Should Review Lost Grant Proposal Score Sheets

We also recommend that when Departments lose grant opportunities, they should be encouraged to request scoring sheets from the grantor to help determine the reasons for the loss. By reviewing the scoring sheets, the Department can improve future grant opportunities.

Resource Assessment and Timeline

Timeline	Additional Resource Requirements
0 – 6 months	Requires existing department staff to commit 2 hours per lost grant collecting the scoring sheets, reviewing, and reporting on why the funding was not awarded.

B4. Establish Annual Grant Revenue Targets

Springfield should establish annual grant revenue targets for Departments to encourage the identification of and application for additional funding. The increased assistance and capacity provided by the Grants Management Office in identifying and applying for grant opportunities will support the Departments in meeting their revenue targets.

Resource Assessment & Timeline

Timeline	Additional Resource Requirements
0 – 6 months	This will require a coordinated effort on behalf of the Auditing, Finance, and Grants Office to establish grant targets as part of the annual budgeting process. No additional ongoing costs to the City are anticipated.

C. APPLICATIONS

PCG reviewed a sample of recent grant applications (both awarded and unawarded) for clear and concise information in the following areas required in most applications:

- Problem Statement and Objectives
- Project Design
- Evaluation Standards
- Budget and Funding.

Our final grant sample included the following City Departments. The number of grants included in our application review is listed under "Awarded" and "Unawarded". It is important to note that in addition to the primary contacts listed above, PCG worked with other Department staff as necessary to learn more about specific areas of the grants management process.

Springfield Department	Primary Contact	FY07 Grants	Sample Awarded	Sample Unawarded
Parks	Carol Langevin	13	2	2
Public Works	Gary Hebert	12	2	2
Elder Affairs	Jan Denney	7	1	1
Public Safety	Domenic Pellegrino	30	2	2
Schools	Bob Peters	60	4	2
Community Development	Cathy Buono	27	2	2
HHS	Maureen Morrisey	13	2	2

We checked whether the application provided the requested details and that all information was complete and relevant to the grant request. For detailed findings on the various applications reviewed, please refer to the Department specific section. The chart below provides an summary of our general findings on grant applications rated by Department. The grant applications for each Department were evaluated on the following criteria.

Department Scoring

Department	Grant Applications
Community Development	◖
Elder Affairs	◖
HHS	◖
Libraries	●
Parks	◖
Public Safety	◖
Public Works	◖
Schools	◖

Criteria

● Applications include clear and concise information in each of the four identified areas of best practice. Provides quantifiable data that shows why Springfield is the best choice among the competition. No significant issues or omissions noted in the evaluation of unawarded applications.

◖ Applications provide needed information, but the message on why Springfield is the best choice could be strengthened. Other issues or omission may have been noted in the evaluation of unawarded applications.

○ Required information is incomplete or missing and there is limited discussion of Springfield's need.

PCG scored most of the Departments satisfactorily because we found that most grant submissions were successful in securing funding and we did not identify systematic errors or omissions in our review of unawarded grants. While we did find areas where training and increased capacity could improve the quality of grant applications, the main finding in regard to applications is an overall lack of applications submitted.

Findings

C1. In FY07, A City Grant Application Was Lost Due to an Electronic Submission Error Resulting From Lack of Training

PCG's review of applications identified a grant in our sample that was unawarded due to untrained staff being unfamiliar with the electronic submission process. Within the School Department, a representative stated that the application for the Early Reading First Program was lost due to a submission error and noted that further training in using electronic submission forms/systems and developing more effective applications could improve the grant development process.

The application received the highest marks in the Quality of Project Design and Quality of Project Personnel, but received lower scores for Adequacy of Resources and Project Evaluation. The two reviewers for US DOE noted that they made the deductions under Adequacy of Resources primarily because Letters of Support and Project Resumes were not included in Springfield's submission.

C2. Springfield Grant Applications Can Be Improved to Increase Funding Success

Our review of a sample of Springfield's grant applications three areas that were most in need of improvement to strengthen grant applications:

- **Problem Statements:** A number of scoring sheets for failed applications indicated that the statement of need for the request needed to be stronger and link better with the proposed program or service to be funded.

- **Quantifiable Data:** PCG found a general lack of quantifiable data in support of the funding request. Applications that can be supported by accurate and replicable data are more likely to be funded, especially if the information can be used to measure the impact of the grant once it is awarded.

  In one example, the Project Statement section of Springfield Fire Department's (SFD) 2006 grant application to Homeland Security did not contain a clear explanation of how the funding would benefit Springfield residents and the funding request was denied. SFD contacted DHS for feedback and, as a result, incorporated a better discussion of the link between the funding and the City's need into their 2007 request. The 2007 request was granted, showing that a strong case for grant funding in an application can lead to more funding.

- **Long-Term Planning:** Grantors will usually prioritize grant proposals that identify plans for sustaining the grant over a long period, including once the grant funding is exhausted. The Library Department was told that a grant request to Mass Mutual to fund a tutoring program was rejected because it was not clear how they would support the application beyond the first year.

C3. Expanded Grant Writing Capacity has Assisted Two Departments in Obtaining Grant Funding

The time required to develop and submit grant applications is a barrier to some Departments in applying for new funding sources. Facilitating and completing the grant writing process is time consuming and often duplicative as each department is writing their own introduction statement and other standard background information. A number of the Departments we spoke to noted that additional grant-writing capacity would enable them to complete more applications to new funding sources rather than limit themselves to sources they have already accessed.

We also noted two instances where expanded grant writing capacity has allowed departments to access additional grant revenue:

1. The Springfield Police Department had two grant writers reassigned to them in the summer of 2007 and were able to increase the volume of applications submitted and won, including the Shannon Grant among others.

2. The Department of Human Services currently contracts with a Grant Writing Consultant to coordinate their larger Federal grants. This allows the Department to prepare the financial information while the grant application is written by the consultant. DHHS

noted that they would be unlikely to continue applying for large funding sources like the Healthcare for the Homeless grant without this assistance.

Recommendations

C1. Provide Training and Cross Training in Electronic Submission Processes

At the federal and state level, grants submissions have changed to a generally accepted electronic submission process for grant applications. At the federal level, grantees are required to submit information through Grants.gov and many state agencies have interfaces that facilitate a similar electronic submission. Springfield should consider providing training options to the department grant writers. Training opportunities include those courses in grant writing best practices as well as federal and state specific trainings for grant writers. Grants.gov provides online tutorials that might be distributed to grant writers as back-up. The city should consider providing cross training in the electronic submission process so that more than just one grant manager within a Department is capable of managing online submission resources.

Resource Assessment and Timeline

Timeline	Additional Resource Requirements
6-12 months	This recommendation requires an expenditure on the City of Springfield for grant writers to attend trainings. Grants.gov gives online and onsite trainings on the online submission process. The online tutorials are free of charge.

C2. Focus Trainings and Grants Management Office Review on Targeted Areas for Improvement

During our review, PCG identified the need for stronger problem statements, greater long-term planning, and quantifiable measures as key to improving Springfield's grant applications. Focusing grant training offered to Grant Managers and the Grant Management Office's review of applications prior to submission is an effective approach to promoting these improvements.

The trainings and reviews should focus on ensuring that applicants are developing proposals that meet the following standards in these areas:

Problem Statement: Should be a clear and definite statement of the problem and how it will be addressed. The problem statement should cover the purpose of the proposal, identification of those individuals who will benefit, and the social and economic sectors that will be affected.

Quantifiable Measures: Provide statistical and demographic data to back-up problem statements, including historical, geographic, quantitative, factual or statistical

information. Should be provided in an easy to understand format and support the proposed programs or service included in the grantee's application.

Long-Term Planning: Effective applications will also include information on how the recipient plans to use the grant to partner with other organizations, leverage additional funding or resources, and maintain services beyond the timeline proposed within the applications. Planning in this area is particularly important for short-term funding streams, as Grantors will often prefer proposals that can provide longer-term services.

Resource Assessment and Timeline

Timeline	Additional Resource Requirements
0 – 6 months	No additional ongoing costs to the City. The training and Grants Management Office costs are assumed in the recommendations in the related sections of this report.

C3. Expand Grant Writing Capacity

PCG recommends Springfield consider providing the opportunity for City Departments to access additional grant writing capacity. Most Departments have 0.50 – 1.00 FTE allocated to grant writing activities. Every Department that we worked with identified a desire for more grant writing capacity, but most indicated that they could likely only support a part of an FTE to assist them for a few hours a month. Specific Departments may require greater grant writing capacity in order to complete identified grant applications.

As noted above, Departments already have staff dedicated to writing grant applications and managing the funding once awarded. This expanded grant writing capacity is not intended to replace these resources, but rather designed to eliminate instances where Department staff do not pursue new grants because they lack the resources to write the application. In addition, contracted grant writers will offer the City expertise that will result in more effective applications that delivers new revenue opportunities.

Hartford currently maintains a list of qualified grant writers that the Departments are able to request for services to increase their grant writing capacity. The grant writing services are paid out of the Department of Management and Budget for the city. Springfield should consider maintaining a similar list within the Grants Management Office and encourage Departments to use it as a resource to produce a higher volume of quality grant applications.

Resource Assessment and Timeline

Timeline	Additional Resource Requirements
6-12 months	PCG estimates that this recommendation can be implemented in 6 – 12 months. Springfield should compile a list of possible grant writing consultants for the Departments. If expanded capacity is need by Departments, grant writers would cost between $50 - $100 per hour or on a project basis.

D. GRANT COMPLIANCE

Maintaining a documented and transparent compliance system is critical to limiting the potential for audit findings, ensuring that the goals of each grant are met, and avoiding risks related to staffing turnover. Effective compliance systems include documented procedures aimed at meeting all financial, reporting, and other requirements of each funding source. PCG reviewed Department compliance systems to ensure that they maintained documented procedures for complying with all grant requirements.

Department Scoring

Department	Scoring
Community Development	◖
Elder Affairs	◖
HHS	◖
Libraries	◖
Parks	◖
Public Safety	◖
Public Works	◖
Schools	◖

Criteria

- ● Clear, documented, and uniform procedures are in place to comply with grant requirements.
- ◖ Undocumented or inconsistent compliance procedures.
- ○ No procedures in place to monitor compliance.

PCG reviewed a sample of grants managed by the Departments to determine whether the grants were generally compliant with the funder's requirements. Determining and documenting compliance was extremely difficult, and in some cases not possible, because Departments do not maintain complete grant files. The decentralized grants management process which extends to the Department level where finance and program staff manage different areas of grant reporting and compliance does not lend itself to easily identifiable compliance practices.

Findings

D1. Departments Do Not Maintain Grants Management Manuals

Our review of Springfield's grant compliance activities indicated that Departments do not maintain documentation of the processes required to maintain sufficient controls, compliance with financial and programmatic functions of the grant, and compliance with City requirements. Rather, Departments rely heavily on the grant managers and finance staff to serve as the primary – and often single - point of knowledge on the grants that they manage.

Previous audits of Springfield's federal awards have noted process issues where documented procedures to manage the grants may have provide support and protection of Department

activities. For example, an audit finding for the year ending 6/30/2006 noted that a CDBG subrecipient had not completed a required A-133 audit. Actively documenting this requirement and the related reviews of sub-recipient's audit activities as part of annual grant management procedures would have increased the likelihood that this requirement was met.

D2. Departments Do Not Maintain Complete Grant Files

During our review of the City's grants, we often found that it was difficult to collect documentation on the grants as it was either not located in a single place or had been misplaced during staffing transitions. PCG believes that all grant information should be centrally located and easily accessible to assist Grant Managers in their day-to-day activities as well as provide support for audit and other reviews.

Recommendations

D1. Require Departments to Maintain Grant Files

All Departments should maintain a grant file for each grant that it applies to. The file should include:

- Grant Announcement/RFP;
- Signed approval forms from the Control Board;
- Department Application;
- Grant Award Letter;
- Relevant Legislation and Regulations;
- All Correspondence with Granting Agency;
- Vendor and Sub-Recipient Monitoring Information;
- Reports submitted; and
- All other materials required for efficient and compliant management of the funding source.

In addition, the Departments should be encouraged to develop a 1 page summary of each grant that summarizes its purpose, major requirements, and budgetary impact to the City. This information can be used to guide meetings with the Grants Management Office and assist City Managers in understanding grant policies. Departments should also be required to make the grant file available for review by the Grants Management Office and Control Board as needed when reapplying to an ongoing funding source to ensure proper documentation is maintained and that they City understands the requirements and risks associated with the funding prior to reapplication.

Resource Assessment and Timeline

Timeline	Additional Resource Requirements
0 – 6 months	No additional ongoing resources required. Grant Managers should begin collecting this information in grant files as part of the application and management of FY09 grants.

D2. Develop Grant Procedure Manuals at the City and Department level

In addition to complete grant files, each Department should be required to maintain updated procedure manuals that address the critical components of efficient and compliant management of grant funding. Department manuals should speak to the organization's approach to grant management, as well as specific requirements, financial management activities, and management procedures for all funding sources. The manuals should address all roles of Department staff, and be in sufficient detail to allow new staff to manage the grant.

In addition, the Grants Management Office should develop a City-wide grants management manual that provides an overview of all Springfield grants requirements. The City currently maintains a Grant Procedures document that includes information on the process required to apply for a grant, copies of grant forms, and financial schedules related to grant accounts, but this should be expanded to serve as a more active reference and guidance document for Grants Managers. This will serve as a guide to grant managers in identifying, applying for, and properly managing grant funding within the City's policies on financial management, human resources, contracting/procurement and other administrative procedures.

The following suggests specific areas that should be addressed in the Grants Management Office and Department Manuals:

Section	Grants Management Office Manual	Department Manual
Process Overview	• Resources available to identify grants • Process and materials required for receiving Control Board approval to apply for a grant • Submitting an application • Process and materials required for accepting awarded grant funding.	• Documented procedures in support of the City's processes.
Accounting and Finance	• Establishing a grant on MUNIS • Processing expenditures • Grant draw down requirements and procedures	• Documentation of the specific steps necessary to complete grant draw downs for each funding source.

Section	Grants Management Office Manual	Department Manual
	• Indirect cost recovery policies and central service CAP information • Documentation of MUNIS and other City policies applicable to financial management of special revenue sources	• Summary of draw down policies for all funding sources (prospective vs. reimbursement basis, monthly, quarterly, or other draw timelines, etc.) • Revenue calendar detailing a projected scheduled for grant draws • Grant polices on indirect and fringe costs • Where applicable, specific steps required, and documentation in support of, indirect cost rate calculation.
Procurement and Subcontracting	• City policies on procurement • City policies on awarding subcontracts and monitoring subrecipients	• Documentation of grant polices regarding subcontracting. • Documentation of subrecipient monitoring requirements and activities.
Compliance	• Clear documentation of the City's policies on compliance and central resources available to Departments developing grant reports.	• Summary of major grant requirements and prohibitions • Documentation of all reports required and the work steps necessary to generate data or information

The Grants Management Office manual should be available to all Departments as a resource for planning grant management strategies, while the Department manual should be updated at least annually and stored onsite and at the GMO.

Resource Assessment and Timeline

Timeline	Resource Requirements
6 – 12 months	Grants Management Office resources assumed in FTE costs. Additional 20 hours of initial development and 5 hours of ongoing maintenance required at each department.

E. FINANCE AND ACCOUNTING

PCG's review focused on whether Springfield manages its grants to the greatest financial benefit of the City by evaluating processes for drawing down grant revenue, tracking grant expenditures, and application of indirect costs. Our recommendations in this area are intended to help Springfield maintain and expand its grant revenue operations while at the same time minimizing the financial burden and risk place on the City.

Department Scoring

Department	Scoring
Community Development	◖
Elder Affairs	◖
HHS	◖
Libraries	◖
Parks	◖
Public Safety	◖
Public Works	◖
Schools	◖

Criteria

- ● Department maintains documented accounting practices, recovers indirect costs wherever allowed, and regularly draws down grant revenues.
- ◖ Department accounting procedures not consistently documented, limited indirect cost recovery, and conducts infrequent grant draws.
- ○ Department maintains no accounting documentation, recovers no indirect costs, and rarely draws grant revenue.

PCG scored all Departments as able to improve its procedural documentation, grant draw consistency or indirect cost application processes. The recent implementation of MUNIS has significantly changed grant expenditure management and should improve the City's understanding and management of its cash position. Springfield has missed some opportunities to improve its cash position due to delays in grant draws negatively impact cash flow and the lack of indirect cost rates preventing the City from recovering indirect costs.

Findings

E1. Did Not Identify a Significant Variance in Department Maintained and MUNIS Grant Balances

At the outset of our review, all Departments noted that the City's transition to the MUNIS system was changing the way they track and manage grant-related financial information. Departments have begun using the real-time data provided by MUNIS rather than tracking financial transactions on stand-alone spreadsheets as was previously necessary to reconcile data in the MAPPER system.

As a result, PCG limited its proposed review of grant balances to a small sample of grants. For these grants, we asked the Department to provide us with FY07 grant balances as of 6/30/07 as tracked by the Department. We then compared that against MUNIS data provided by the

Auditor's Office. (It is important to note that FY07 financial data recorded on the prior MAPPER system were transferred to MUNIS to facilitate ongoing financial transactions).

The results are as follows:

Grant (Fund)	Dept.	City	Dept.
Foreign Language Assistance Program (2569)	Schools	($14,952.53)	($14,952.53)
Even Start (2558)	Schools	$21,488.46	$19,803.64
Healthcare for the Homeless (2876)	HHS	$1,118,196.20	$1,118,196

In the case of the Schools Even Start grant, late invoices that had yet to be reflected on MUNIS created a $1,684 variance between the two sources. Otherwise, PCG found that the balances tracked by Departments matched with information recorded by MUNIS. Departments felt that the recent MUNIS conversion helped them reconcile balance information on their grants and that the system also provided them with real time spending and revenue data that eliminated the need to track information offline.

E2. FY07 Grant Amounts Loaded on MUNIS Without Proper Documentation

Discussions with the Departments and City Auditor's Office indicated that some grant accounts were loaded into MUNIS without proper documentation (award letters, reconciled balances, etc.) so that the account could remain active and facilitate expenditures during the transition on 7/1/2007. While PCG did not identify an account where expenditures were made without available funding, we did note it important the City continue to work towards reconciling balances to ensure that grant accounts are current and appropriately established on MUNIS.

E3. Multi-Year Grants Are Difficult to Establish on MUNIS

Elder Affairs noted that they had faced some difficulty during the MUNIS transition because the system would not recognize grants that are awarded for a period greater than 1 year. They stated that this creates disruptions in the flow of funding because the City Auditor has to be notified annually of anticipated funding.

In reviewing this issue with the City Auditor, PCG determined that the issue appeared to be related to MUNIS transition issues rather than systemic issues with grant accounting processes. Further, the City Auditor's Office has begun scanning grant awards into the MUNIS system to provide additional information to Grant Managers and Auditor staff when reviewing the funding or planning for MUNIS establishment. Given these improvements, and the City's need to manage funding source on a fiscal year basis, PCG does not offer any recommendations at this time.

E4. Revenue Received by the City was Often Unidentified, Making it Difficult to Apply Funds to the Appropriate Department

While conducting Department interviews, grant management staff consistently cited the grant draw down process as an administrative burden that was time consuming and difficult to manage. Their primary complaint was that revenue often came into the City without identification, requiring them to work with the Treasurer's Office to make sure that revenue was credited to the appropriate grant account.

When the Treasurer received a grant draw that lacked clear identifying information, Treasurer's Office staff would research the Commonwealth's Vendor Web site to search for EFT identification information that could be used to link the revenue with the associated special revenue account in Springfield. If the Treasurer's Office could not locate the needed information, the funding was placed in a suspense account and staff would have to either call Departments to determine where to credit the revenue or wait until Department staff realized they had not been credited and called the Treasurer's Office to inquire on the status of the funding.

Springfield has taken steps to improve this process by requiring grant draw identifying information to be entered in the MUNIS system. Therefore, when revenues come into the City without the proper identification, staff can easily review the information in MUNIS to identify and credit the appropriate grant account. Auditor's staff cited this as an improvement in the absence of a more automated draw down system – and we found that other cities were forced to utilize very similar procedures to identify unknown revenue sources. Therefore, PCG offers no recommendations in this area at this time.

E5. Delayed Grant Draws Create Negative Balances and Lost Opportunities for Effective Cash Management

One of the key components of maintaining a fiscally balanced system is ensuring that grant revenue is drawn regularly enough to support Department expenditures. Recently, Federal and state governments have taken steps to limit the upfront funding they are willing to provide to grant recipients in order to protect their own cash flow.

For example, the Massachusetts Department of Education implemented a new policy effective 7/1/07 that limits upfront revenue for grant awards greater than $5,000 annually to the year to date share of the award and then requires monthly allocations for the remainder of the fiscal year. Policies such as these require municipalities to maintain timely revenue drawing procedures that track closely with actual spending to avoid incurring deficits in their grant accounts.

In Springfield, general revenues must be used to "float" expenditures that drive grant accounts into the red, thereby locking up available revenues and potentially requiring short-term borrowing to meet financial obligations. Additionally, general funds used to support outstanding

grant revenues represent a lost financial opportunity for the City because the funding is not available to be invested or used to address other debts.

PCG reviewed MUNIS data provided by the City of Springfield Auditor's Office on the Special Revenue Funds (excluding revolving funds) that carried a negative balance at the close of FY07 on 6/30/07. PCG measured the balances in 3 month increments to determine whether negative balances were dissolved in quick order. Our goal was to determine the amount of 'float' the City was providing by carrying grant expenditures on its General Fund in the absence of grant revenue.

Date	Revenue	Expenditures	Balance
6/30/2007	$ 50,584,552	$ 62,055,290	$ (11,470,738)
9/30/2007	$ 60,946,154	$ 62,055,290	$ (1,109,136)
12/31/2007	$ 61,634,121	$ 62,055,290	$ (421,168)

Our analysis found that:

- Springfield ended the FY07 spending period with approximately $11.5M of outstanding grant revenues. This represents approximately 18% of total recorded expenditures within these accounts, which is slightly higher than we would have expected. Within monthly reimbursement systems we would look for outstanding revenue in the neighborhood of 12-15% as the Departments ramp up spending towards the end of the fiscal year to liquidate grant funding and may delay revenue draws in preparation of final year end transactions.

- As of 9/30 Springfield Departments were still carrying $1.1M of outstanding grant revenue. This represents a high figure, as most Departments should have closed out all account balances within 3 months of the fiscal year's end. The 9/30 balance is also significant because it represents the point at which Springfield General Fund revenues are transferred into special funds to eliminate negative balances.

- The $421K negative balance carried on 12/31/07 represents a small percentage of total expenditures, but indicates a concern since all accounts should have been balanced 6 months after the end of the fiscal year.

In looking at the cost of negative balances to Springfield, PCG considered that general fund revenues used to offset negative grant balances could be invested to produce a financial return for Springfield or, depending on the cash flow position, used to avoid short term borrowing at a cost to the City. The chart below presents possible returns/cost avoidance for the City if it is assumed that outstanding revenues are collected evenly over time.

Month	Month-Start Balance	Month-End Balance	Lost Opportunity by Annual Return Rate					
			3.30%	4.00%	4.50%	5.00%	5.50%	6.00%
July	(11,470,738)	(8,016,870)	$ (22,046)	$ (26,723)	$ (30,063)	$ (33,404)	$ (36,744)	$ (40,084)
August	(8,016,870)	(4,563,003)	$ (25,097)	$ (30,420)	$ (34,223)	$ (38,025)	$ (41,828)	$ (45,630)
September	(4,563,003)	(1,109,136)	$ (9,150)	$ (11,091)	$ (12,478)	$ (13,864)	$ (15,251)	$ (16,637)
October	(1,109,136)	(879,813)	$ (9,678)	$ (11,731)	$ (13,197)	$ (14,664)	$ (16,130)	$ (17,596)
November	(879,813)	(650,491)	$ (8,944)	$ (10,842)	$ (12,197)	$ (13,552)	$ (14,907)	$ (16,262)
December	(650,491)	(421,168)	$ (6,949)	$ (8,423)	$ (9,476)	$ (10,529)	$ (11,582)	$ (12,635)
			$ (81,865)	***$ (99,230)***	***$ (111,634)***	***$ (124,038)***	***$ (136,441)***	***$ (148,845)***

For example, had the general fund revenues used to float grant expenditures have been invested at an annual return rate of 3.3% - the target rate listed in the Treasurer's FY07 budget – the city would have collected an additional $81,865 in earnings. Greater return rates would yield additional earnings, while having the cash available may have also prevented a need to borrow operating dollars and thereby avoided costs incurred by the City.

E6. Lack of A City-Wide Cost Allocation Plan Prevents Departments from Fully Recovering Indirect Costs

According to the Office of Management and Budget Circular A-87, *Cost Principles for State, Local, and Indian Tribal Governments*, indirect costs those that are "incurred for a common or joint purpose benefiting more than one cost objective", and are "not readily assignable" to a single program without a methodology to determine the relative received by the multiple programs. A-87 continues to state that indirect costs can "originate in the, as well as those incurred by other Departments in supplying goods, services, and facilities." Therefore, indirect costs can include allowable costs that support grant programs at both the Department and City level.

The municipalities that PCG interviewed utilize Central Service Cost Allocation Plans (CAP) to determine the costs that can be recovered through grants. The CAPs are set up to identify allowable central service costs (such as HR, budget and accounting, purchasing, human resources, etc.) and allocate them to Departments based on the benefit received by each Department. For example, human resource costs are typically allocated based on the number of FTEs in each Department.

While Departments could attempt to develop indirect cost agreements with federal agencies without such a plan, the effect would be minimal as there would be no methodology for determining costs incurred by the City on their behalf, and therefore would only allow recovery of costs incurred within their Department. This represents a small portion of the costs borne by the City in support of their grants.

E7. Indirect Charges Applied Inconsistently to Schools Grants

Within Schools, the Massachusetts Department of Education has been delegated authority by the federal government to calculate, negotiate approval for, and publish indirect cost rates on behalf

of local school districts for the purpose of charging indirect costs against grants. Federal grants, including funds disbursed by the Commonwealth's Department of Education as a pass-through, represent the greatest source of grant funding for the Springfield School District and generally allow indirect costs to be charged through a restricted indirect cost rate (Restricted cost rates are calculated to limit indirect cost recovery for grants that prevent supplantation of state or local funds). Springfield Schools' restricted indirect cost rate for 2007 was 2.24% and its unrestricted indirect rate was 10.49%.

Information provided by Schools indicated inconsistent recovery of indirect cost in support of grant awards. PCG found that only one of the federal and state grants in our sample that allow indirect costs had been charged the appropriate rate:

Grant	Indirect Allowance	Charged?
SPED 94 (Federal Special Education Entitlement)	U.S. DOE allows charging of approved restricted indirect cost rate	Unable to determine based on information received. If indirect costs not charged, $166,431 recovery opportunity.
Quality Full Day Kindergarten	MA DOE allows charging of approved restricted indirect cost rate	No – Indirect costs not included in grant application budget. $36,613 indirect cost recovery opportunity.
Early Reading First	U.S. DOE allows charging of approved unrestricted indirect cost rate	Yes – Indirect costs incurred included on the FY03 final report completed by Springfield*

** Springfield's FY07 Early Reading First is a no-cost extension of a grant originally received by the City in FY03.*

Schools grants represent a majority of the special revenue funds received by the City and are supported by a large portion of the indirect costs incurred by the City. Failure to apply indirect costs consistently against these grants represents a lost opportunity for the City to recover indirect costs.

For example, if the restricted rate had been applied against FY07 spending from the Quality Full Day Kindergarten grant, Springfield would have recovered $36,613 of indirect costs to the City's General Fund. While the information provided on SPED 94 did not clearly state whether indirect costs were recovered, applying the restricted indirect rate against FY07 spending yields $166,431 of recovered indirect costs.

E8. Indirect Costs Are Not Charged to Non-School Grants

PCG's sample of non-schools non-formula/state aid grants included 4 that allowed indirect charges. For our review purposes, we defined indirect costs as those incurred by the City for central services, and not those that could be directly attributed to the grant as an administrative cost. It is important to note that other grants, such as the MBLC state aid grant, function more as block grants with limited requirements to report expenditures. These grants may allow for indirect cost charging as well, but are not included in this analysis because of the limited guidance provided by the funder.

Our review found that Departments were not charging indirect costs to any of these grants because of a lack of negotiated indirect cost rates. PCG believes that failing to establish indirect cost rates represents a lost opportunity to reimburse the City's general fund for costs incurred both at the Department and City level in support of grant programs. Further, failing to manage a formal indirect cost reimbursement structure prevents the City from understanding the "true cost" of managing of providing grant funded services.

Budget or program information provided by Departments indicated that the following grants are not charged indirect costs due to a lack of approved indirect cost rates:

Department	Grant
Public Safety (Police)	Shannon Grant
Health & Human Services	Healthcare for the Homeless (HRSA)
Library	Adult Basic Education
Parks	21st Century Community Learning Centers

If we assumed a conservative 6% indirect cost recovery against the entire FY07 award for these grants, the City would have recovered 191,810.16. This revenue could have reimbursed the General Fund for central service costs incurred by the City.

Recommendations

E1. Springfield Should Develop Standard Grant Draw Policies and Link with CitiStat

The City of Springfield should develop standard revenue draw policies that require Departments to draw down revenue within an identified time period from when the related expenditures were made. The Auditor's office has recently taken steps to improve the City's financial position by:

- Proactively tracking grant revenue draws to avoid special revenue funds from remaining in the red for extended periods. A staff person has been assigned the task of running regular MUNIS queries to identify all accounts carrying significant negative balances and have not completed a recent revenue draw down. Once an account is identified, the Department is contacted and encouraged to process draw downs to bring the account into the black.

- Additionally, the Auditor is considering adding the General Billing Module to the MUNIS system, which will allow the City to establish regular and automatic revenue draws from its funding sources. Though this addition will allow automatic draw downs that should improve the City's fiscal position, the solution will require implementation time and effort and therefore is not immediately available to address this issue

These initiatives represent improvements and should be supported by standard procedures that will require Department's to be more vigilant of their revenue drawing practices so that outstanding balances do not harm the City's financial position. For example, on a grant that allows for ongoing grant draws as often as expenditures can be reported, the City should require that the Department process draws for each month of expenditures within 30 days of the close of the month. Further, the City should enforce standards that strive to draw all outstanding revenues within 90 days of the close of a fiscal year.

To further enforce and evaluate against the new requirements, timely grant draws should be developed as a performance measure that is tracked by Springfield's CitiStat program. In addition to the ad hoc query and report process currently used by staff in the Auditor's Office, this would allow the City to quickly identify Departments that are failing to process timely grant draws, as well as target Departments that require training and resources to improve their management of the grant draw down process.

Resource Assessment and Timeline

Timeline	Additional Resource Requirements
0 – 6 months	No additional ongoing costs to the City. Resources within the Control Board, CFO, and Auditor's Offices should develop and implement draw standards.

E2. Develop a City Cost Allocation Plan for Central Service Costs

Springfield should develop a Cost Allocation Plan for its central service costs in order to maximize the recovery of indirect costs and determine the true cost of managing various funding sources. Once developed and approved, the City should allocate indirect costs to Departments in a manner that allows them to be included in Department indirect cost methodologies.

The major steps to developing a CAP are:

1. Review City organizational charts to identify all central service cost centers that provide an indirect benefit to other Departments. This should include functions such as Human Resources, Finance (Budget and revenue), Purchasing, Auditing, and other centralized functions that support Departments.

2. Once identified, costs within these service centers should be divided into sufficiently detailed cost pools to facilitate allocation based on the benefits received by Departments. For example, a Facilities Department may be split into a Leasing and Maintenance pool so that the former can be allocated to Departments based on the square footage of leased space within the City, while maintenance costs are allocated to Departments based on square footage of City-owned facilities.

3. Once costs are appropriately pooled, develop allocation methodologies that are appropriately related to the benefit they provide. As with the example of above, leasing costs could be allocated based on leased square footage, but Human Resource costs would be more appropriately allocated based on the number of FTEs in each Department.

   Where function specific statistics are not appropriate, the City should consider using a modified total direct cost statistic which allocates cost based on each Department's direct spending, less unallowable items such as capital and major equipment purchases.

4. Once allocated, the CAP should calculate the portion of indirect costs allocated to Departments as a percentage of their total costs (excluding unallowable items like large equipment purchase, debt payments, etc.) to determine their indirect cost rates.

Springfield will have to have its plan reviewed and approved by its federal cognizant agency, which, according to the federal audit clearinghouse, is the US Department of Housing and Urban Development (HUD). HUD may chose to refer Springfield to another federal agency it feels is more appropriate to review the plan, or may share the proposed plan with other agencies that provide the City with funding for comment.

PCG has also been made aware that cities have had success negotiating a consolidated CAP and indirect cost rate approval process that minimizes the administrative burned on both federal and city organizations. Under this methodology, the City maintains a central service CAP that calculates indirect cost rates for each Department, and is then reviewed by an independent auditor to verify its appropriateness and accuracy. The City must respond to findings the auditor reports to the City's cognizant agency, but the rates calculated by the CAP are otherwise considered approved and appropriate for use in charging grants.

This centralized process avoids having to have each Department negotiate separate rates and can empower the City to adopt indirect recovery policies that are based consistently calculated rates and consistent for all Departments.

Finally, an approved CAP may also provide financial benefits outside of cost recovery. For example, the Springfield Police Department's Shannon Grant allows grantees to use fringe and indirect costs to meet the grants match requirements. If the City maintained a CAP, Police may use a portion of the City's central service costs allocated to it to meet the match requirement,

thereby maintaining the service dollars available under the grant but also maximizing the effect of central city costs incurred by the City.

Resource Assessment and Timeline

Timeline	Additional Resource Requirements
6 -12 months	The resources required for this recommendation will vary depending on whether the City decides to develop the CAP internally or contract for assistance to review the City's management structure, identify cost pools and allocation methodologies, run the CAP, document all procedures, negotiate approval with federal departments, and provide CAP software applications. Such an approach will provide expertise that will maximize the financial gain to the City. We estimate that such services would cost $50,000 - $75,000, however the City would seek to recover these (or greater) costs through greater indirect recovery and improved financial planning based on the 'true cost' data provided by a CAP. Once implemented, PCG recommends that the CAP be run through the Auditor's Office and reviewed with City Budget and Grants Management staff.

E3. Implement Policies Regarding Indirect Cost Charging

In order for the City's general fund to be appropriately reimbursed for the costs borne in support of federally funded grant programs, Springfield should pursue policies that encourage or require Departments to maintain indirect cost rates and charge the costs to federal awards as allowable. PCG recommends the following steps:

1. Review Indirect Cost Charging Opportunity: The City of Springfield should complete a full assessment of indirect policies for all grant funds received by the City to determine:

   - If the grant allows indirect cost charges and what types of admin costs the funding supports.
   - Whether an indirect cost rate or other federally approved mechanism is required to charge indirect costs.
   - Whether the Department has charged indirect costs, if allowable.
   - The benefit the City would receive if Departments were able to charge additional indirect costs.

   While PCG found that indirect costs are not charged to the grants within our sample, expanding this review to all grants will enable the City to identify additional barriers to indirect reimbursement and determine the potential financial gain to the City. Also included in this review should be a discussion of the potential loss of available service dollars through

grants as a result of the indirect charges, and a determination as to how the City may be able to offset this loss with General Fund revenue freed up due to the indirect reimbursement.

2. Develop Indirect Cost Rates: If the City decides to pursue a CAP, the results should be used to create indirect cost rates that can be used to recover indirect costs from grants. The City should also determine whether it will pursue single approval of rates resulting from the CAP, or require each Department to pursue approval of individual rates.

3. Once indirect rates are approved, the City should require that they are charged against all grants that allow indirect costs. Departments who believe that a grant should be exempted from such charges, should request a waiver from the Grants Management Office that states why the grant should be exempted and address the cost/benefit of Springfield acquiring the funding without addressing central costs incurred by the City.

Implementing indirect cost rates is the only way to ensure that the City is made whole for central service costs incurred on behalf of grant funds.

Resource Assessment and Timeline

Timeline	Additional Resource Requirements
6-12 months	Will require approximately 15 hours per Department to calculate and negotiate approved rates. A private vendor could be hired as necessary to assist Departments in developing indirect cost pools and calculating final rates.

E4. Develop Standard Reports for Regular Review with Grants Management and Auditor's Offices

One of the suggestions from the City Auditor was that the ongoing review of grant balances conducted by his office would be more effective in avoiding negative special revenue balances – and help to prevent grant reversions - if it was reviewed regularly with grant management parties within Departments and at the City level. This approach would help support recommended grant draw timelines and shift the focus of maintaining balanced finances for grants from the Auditor's Office to the Departments responsible for managing the funding.

The Grants Management Office should work with the Auditor's Office to develop a standard report detailing each Department's grant appropriation and YTD expenditures and revenues received for all special revenue funds. The report should be shared with Departments on a quarterly basis, with specs for the report or supporting MUNIS query also available so that it may be run throughout the fiscal year by Grant Managers.

Representatives from the Department, Grants Management Office, and the Auditor's Office should meet quarterly (or at least twice a year for midyear review and year end activities) to

review the grants year to date spending and revenue collections. The focus of these meetings should be:

- Identifying issues with maintaining multi-year grants on MUNIS, including missing information and carry forward balances.
- Identifying negative special fund balances and planning to make the accounts whole.
- Reviewing projected annual spending to ensure that Departments are not likely to over or under-spend the funding.
- Addressing any other financial-related concerns or questions about the grants.

Discussions and decisions resulting from the meeting should be documented and maintained as a standard part the Department grant files to inform planning and future meetings.

Resource Assessment and Timeline

Timeline	Additional Resource Requirements
0 – 6 months	Resources for the Grant Management Office are assumed within the FTE cost estimate. Estimate 8 – 10 hours required annually for each Department to conduct quarterly meetings.

F. TRAINING

By developing, implementing and attending trainings that are offered locally, statewide and nationally, Springfield staff will increase their general grant knowledge and learn specific aspects of grant application and management. The development of grant application and management skills across Springfield's Departments will help the City access a broader range of grant opportunities.

Findings

F1. The Springfield Library Department Offers Grant-Specific Trainings

The Library Department currently provides training to staff at non-profits in the metropolitan Springfield region on how to use the resources available at the Springfield Library. These trainings are generally held quarterly. The trainings are about an hour and a half long, and each class can accommodate 14 students.

The Springfield Library teaches two types of classes, a course on how to utilize the Foundation Center database and a grant-seeking course that teaches students how to effectively utilize the database. This class teaches search tips and provides information about the resources located on the Foundation Center website. The grant-seeking course is an overview of the grant seeking process and while students do not learn how to use the database in this course, it is demonstrated in this class.

The grant-seeking course covers the following topics:

- What resources should be in place before submitting a grant application
- Information on grant-makers and nonprofits
- How to identify funding partners
- Resources for grant-seeking efforts from the Foundation Center Cooperating Collection at the Springfield Library
- An introduction to the Foundation Directory Online database and Foundation Center web resources

In addition, the Springfield Library hopes to launch a grant writing class in the future.

F2. Most Department Grant Staff Have Not Had Access To or Participated In Grant Related Trainings

In our meetings with Departments, Grant Managers identified a need for greater access to grant-related trainings. Many of the staff had limited training, and often those attended were not recent. This limited access to training can prevent staff from staying current with grants management trends and resources.

Based on our grants review, PCG found a need for training in the areas of:

- Grant application writing, particularly related to developing effective problem statements, project designs, and measurable evaluation systems
- Submission of electronic forms and materials
- Grant searching techniques
- Development of strategic plans

It was also interesting to note that although the Springfield Library offers trainings targeted to local non-profits, the staff we spoke with stated that the trainings were not offered to Springfield employees and could not recall a City employee attending a training session at the Library.

Recommendations

F1. The City Should Work With the Library Department to Offer Grant Trainings

The City of Springfield should develop new trainings and take advantage of those already offered by the library. Grant writers should be offered training in the grant identification process, the grant application process, grant management, and grant writing.

The grant trainings that the Springfield Library provides cover grant identification and the grant application process. However, city employees do not take advantage of the trainings. PCG recommends that the City work with the Springfield Library to provide trainings to Springfield grant managers. Springfield grant managers should be expected to attend the trainings in order to gain access to this valuable resource.

Resource Assessment & Timeline

Timeline	Additional Resource Requirements
0 – 6 months	Library indicated that some additional trainings could be managed within existing staff resources. We estimate that each Department's staff may use 4 to 8 hours of their time annually to attend trainings.

F2. Springfield Should Implement Trainings for Grant Writers

In addition to trainings provided by the Library, training for grant writers is necessary. A grant writing course could improve Departments' responses by helping grant managers focus grant narratives and learn grant application writing techniques. One option is for Springfield grant writers to enroll in an online course such as those available from the Foundation Center. For example, the Foundation Center offers a course called Proposal Writing: The Comprehensive Course, at www.foundationcenter.com. This course is divided into 10 sections with 21 lessons.

Resource Assessment & Timeline

Timeline	Additional Resources Requirements
0 – 6 months	$200 - $500 per person.

F3. Springfield Should Train Grant Managers to Successfully Utilize Technology Required to Submit Grant Applications

Springfield Departments must often use technology to submit grant applications. The School Department lost a multi-year Early Reading First grant because they did not submit one section of the application correctly. The application requested $2,812,954.00 over three years. The submission error was in part due to staff turnover and a lack of documented procedures and transition training.

Resource Assessment & Timeline

Timeline	Additional Resource Requirements
0 – 6 months	No additional ongoing costs to the City. Grant managers should review existing materials and attend trainings focused on submission of grant application materials.

F4. Springfield Departments should be Encouraged to Access Trainings Offered Outside of the City

In addition to trainings that the Springfield Library Department offers, Springfield agencies should be encouraged to take advantage of trainings offered outside of the City, such as those that are offered by the federal and state agencies that provide grant funding as well as non-government organizations with grant expertise.

For example, the Springfield Public Safety Department sends its grant writers to annual grant trainings offered by its federal funders. The Fire Department attends the FEMA/DHS Grant Program Training and the Police Department attends the Byrne Memorial Discretionary Grant program Training. The trainings inform the departments of current federal priorities, grant guidance and changes within the agency and grant opportunity.

A sample list of similar trainings to be considered for Springfield Grant Managers follows:

Offering Organization	Training Description
Massachusetts Board of Library Commissioners (MBLC)	Trainings include a mini-grant application workshop which informs the student about the components of the grant programs, plan and budget potential projects, complete the application form, and learn about the grant review, award, and implementation process. http://mblc.state.ma.us/grants/state_aid/workshops.php
Massachusetts Department of Education	Trainings offered by the Massachusetts Department of Education include a demonstration of the new grants draw system. http://finance1.doe.mass.edu/grants/grants08/rfp/08_workshop.html
The Foundation Center	The Foundation Center offers grant trainings in Atlanta, Cleveland, New York, San Francisco and Washington D.C. While out of state trainings will require additional resources, Springfield staff can take advantage of online trainings that the Foundation Center offers. These online trainings include sessions on grant seeking and proposal writing. http://foundationcenter.org/getstarted/training/online/
Grant Writing USA	The Grant Writing USA workshop offers classes on grant writing and grant management for city, county and state agencies. Workshops are designed for government and nonprofit professionals, staff, administrators, grant managers. http://grantwritingusa.com/events.html
Grant Training Center	The Grant Training Center (GTC) conducts introductory to specialized grant training for academic researchers, educators, program planners, public sector and nonprofit professionals and administrators. Courses are geared toward grant writing. http://www.granttrainingcenter.com/
US Government Grants	U.S. Government Grants Organization offers Two-Day Grant Writing Workshops that cover proposal writing for government grants, foundation grants and corporate grants. This organization also has an online grant writing course with sample proposals and writing consultation. http://www.us-government-grants.net/index.php

Offering Organization	Training Description
The American Grant Academy	The American Grant Academy (AGA), which is headquartered in North Falmouth, Massachusetts works with boards of directors, non-profit professionals, program planners, K-12 schools, academic researchers, and public sector employees. This organization teaches participants to research and identify funding sources, and match the priorities of the participant's organization with appropriate financial sources. http://www.americangrantacademy.com/

Resource Assessment & Timeline

Timeline	Additional Resource Requirements
0 – 6 months	Resources required will vary on the cost and location of trainings attended. PCG estimates a cost of $200 to $500 per course.

III. APPENDIX / DEPARTMENT REVIEW DOCUMENTATION

The following section is comprised of Department specific information compiled to complete this report. This detailed section represents work papers and documentation that support the findings and recommendations made. The information includes:

- "As-Is" process maps that outline the grant application and management process in each Department
- The number of grant applications submitted, lost and won in FY07
- The grant application and grant compliance samples reviewed

For each grant application reviewed we have included a description of the grant, summaries and findings of the major application components. Major application components identified and assessed are:

- Problem Statement and Objectives
- Project Design
- Evaluation Standards
- Budget and Funding

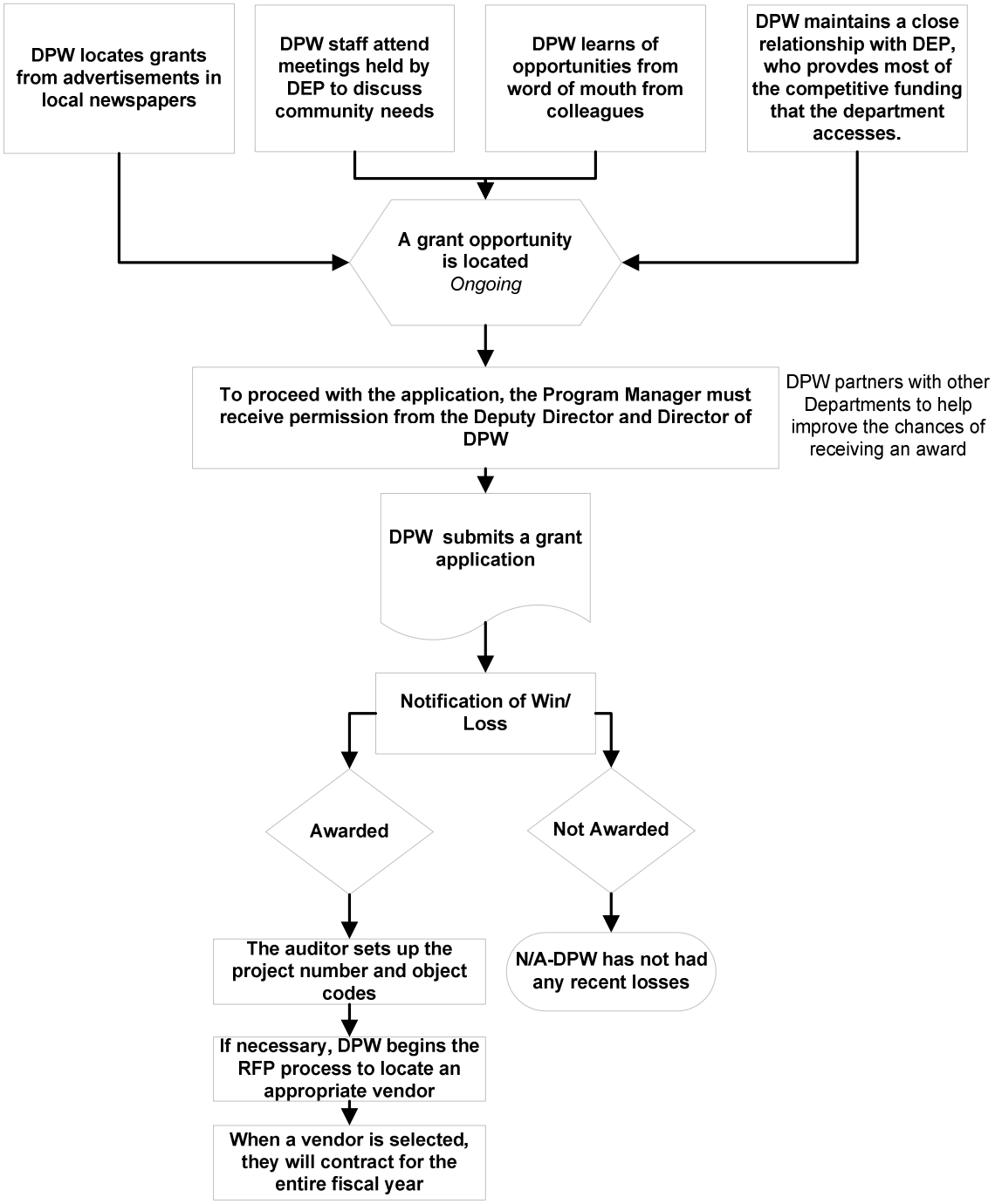
For each grant reviewed for compliance purposes PCG requested the grant RFP, the application, the award letter, outcome evaluation information, final and/or interim reports to the funder, and expenditure information. The availability of this information varied by Department and by grant. The Compliance reviews were conducted based on information received, which is some cases did not include all of the requested documentation. Areas of compliance reviewed included:

- Staffing
- Authorized Spending
- Budget Management (including matching/MOE requirements)
- Administrative Requirements

A. COMMUNITY DEVELOPMENT

PCG spoke with Cathy Buono in the Community Development office to learn about grant management for this Department. Community Development is comprised of Economic Development, Homeless Services, and Housing Services. These programs may apply for a grant if it corresponds to a program objective. Grant management is split between the program director that oversees the grant and the Chief Financial Manager for Community Development. The Chief Financial Manager provides financial oversight for all grants that are administered under Community Development.

I. As-Is Process


DPW locates grants from advertisements in local newspapers
DPW staff attend meetings held by DEP to discuss community needs
DPW learns of opportunities from word of mouth from colleagues
DPW maintains a close relationship with DEP, who provdes most of the competitive funding that the department accesses.
A grant opportunity is located
Ongoing
To proceed with the application, the Program Manager must receive permission from the Deputy Director and Director of DPW
DPW partners with other Departments to help improve the chances of receiving an award
DPW submits a grant application
Notification of Win/ Loss
Awarded
Not Awarded
The auditor sets up the project number and object codes
N/A-DPW has not had any recent losses
If necessary, DPW begins the RFP process to locate an appropriate vendor
When a vendor is selected, they will contract for the entire fiscal year

II. Grant Reversions

Community development does not typically revert grant funding but has utilized extensions to expend funders. Extensions are monitored by program and fiscal staff.

FY07 Grant Applications Submitted	FY07 No. of Grants Won	FY07 No. of Grants Lost
9	7	2

Review of Grant Sample

Table of Grants Reviewed

CFDA	Federal, State, or Other	Grant Type		FY 2008 Award Amount	Award Dates	FTEs / Staff*
	Federal	Competitive	Supportive Housing - Shelter Plus Care	*$174,540	Unknown	Unknown
	State	Competitive	Community Development Action Grant	$1,500,000	04/03/2005-06/30/2007	N/A
14.218	Federal	Entitlement	Community Development Block Grant	$4,249,920	07/01/2006 - 06/31/2011	N/A
	State	Competitive	Smart Growth Technical Assistance Grant	$90,000	01/06/2006-01/01/2007	N/A
	Other	Competitive	Keep America Beautiful, Inc. Graffiti Hurts	N/A – Lost opportunity	N/A	N/A

III. Applications Awarded

Supportive Housing – Shelter Plus Care III

The Shelter Plus Care Programs III is submitted to the U.S. Department of Housing and Urban Development. Funds received by the Shelter Plus Program are derived from the Supportive Housing Program authorized by the McKinney-Vento Homeless Assistance Act of 1987. McKinney funds are provided to programs involved in a Continuum of Care to develop housing opportunities that will reduce homelessness.

In Springfield, Shelter Plus Care Program funds are dedicated to a local non-profit, Mental Health Association, Inc. for the construction of housing units for six chronically homeless individuals that also have a serious mental illness.

Section	Findings/Summary
1. Problem Statement and Objectives	• The problem is not explicitly stated, but the project outline provides information citing the City's current practices for graffiti remediation.
2. Project Design	• The Shelter Plus III proposal clearly outlines the service delivery system for the six individuals that would receive services as a result of this funding.
3. Evaluation Standards	• All of the documentation requested in the renewal application is complete. There application requires certification under the Fair Housing and Equal Opportunity Act, housing quality standards, disclosure of other federal funds received, and a program budget.
4. Budget and Funding	• The budget information for this project is complete, including itemized expenditures and required forms.

Community Development Block Grant

The Community Development Block Grant (CDBG)is a federally funded program that provides grants to cities and counties to develop viable urban communities. Expenditures may include the development and maintenance of housing options and the expansion of economic opportunities for individuals with low or moderate incomes, and activities related to energy conservation and renewable energy. In order to receive CDBG, the grantee must develop a HUD Consolidated Plan, which is the City of Springfield Action Plan.

Section	Findings/Summary
1. Problem Statement and Objectives	• The City of Springfield action plan, which is required for the maintenance of CDBG funds, clearly describes the existing problems and provides strategic methods for utilizing CDBG funding for solutions.
2. Project Design	• The action plan provides sufficient narrative of specific objectives, including evaluation of past performance, monitoring, specific housing objectives,

	barriers to affordable housing and actions to remove barriers, homeless prevention, community development, anti-poverty strategies, and Neighborhood revitalization strategy areas.
3. Evaluation Standards	• The community action plan provides sufficient information for evaluation of project success. • The action plan maintains a certification check list that ensures compliance with citizen participation, the community development plan, the use of funding for purposes that comply with CDGB criteria, and lawful behavior while acting on behalf of the grant. • The action plan does not follow the standard format for a grant application, and is therefore not explicitly written to a set of evaluation criteria.
4. Budget and Funding	• The budget section details how the CDBG will be expended according to compliance guidelines. • The action plan provides information detailing the amount of other funding received for these purposes, which is required for compliance. • The action plan details the manner in which at least 70% of the funds will be directed towards low-income and moderate income persons in CDGB target areas. • The action plan details the matching funds required for the HOME and Emergency Shelter grant programs.

Community Development Action Grant

The Community Development Action Grant (CDAG) is administered by the Massachusetts Department of Housing and Community Development (DHCD). The CDAG is provided to public projects that will support private investment in economic development activities. The purpose of these activities is to create and maintain job opportunities for individuals with low to moderate incomes. Funding can be dedicated to a variety of projects, including reconstruction and rehabilitation of existing buildings, sidewalk repair, demolition, and relocation assistance.

Section	Findings/Summary
1. Problem Statement and Objectives	• The application provided to PCG is a reapplication, so there is not extensive narrative identifying the conditions under which funding is sought. • However, objectives are clearly stated and a quarterly process schedule is included.

Section	Findings/Summary
2. Project Design	• The renewal application provides sufficient narrative of specific objectives, including the cost and quarterly benchmark dates for completion of objectives.
3. Evaluation Standards	• The renewal application provides detail of funding provided from other sources, which is required to determine need. • The renewal application provides a scope of service attachment and additional terms and conditions between the Massachusetts Department of Housing and the City of Springfield that delineates the scope of services provided under the grant.
4. Budget and Funding	• The renewal application provides detailed budget information and limits the funding request to $1 million as required. • The renewal application provides a cost for each project funded under the CDAG for each quarter of the grant. • The application provides detail of external funding sources, which is required for the grant. • The renewal application does not provide information regarding the number of FTE's that can be funded from the grant.

Smart Growth Technical Assistance Grant

The Smart Growth Technical Assistance Grant Program is administered by the state Executive Office of Environmental Affairs, and provides grants of up to $30,000 to communities to implement smart growth zoning changes and undertake other activities that will improve local and regional sustainable development practices.

Grant applications for Smart Growth funding are evaluated based on the programs ability to improve sustainable development practices, the Commonwealth Capital application, implementation of the Community Development or Master Plan action, and utilization of a model bylaw from the Massachusetts Smart Growth Toolkit. Preference is given to communities that have not previously received this source of funding, and that have demonstrated economic need. Smart growth grants are typically provided to communities that are already engaged in activities that are eligible for Smart Growth funding, and are typically found in a localities community development plan. Examples are zoning changes, redevelopment of Brownfield's sites, implementation of low impact development (LID) bylaws/ordinances; and development of a Right-to-Farm bylaw/ordinance or zoning protections for agricultural preservation.

Section	Findings/Summary
1. Problem Statement and Objectives	• The application narrative explicitly states that the City is applying for funds to redevelop zoning ordinances based upon errors stemming from the 1970's. • Objectives are clearly stated in the application.
2. Project Design	• The application contains a complete project design which includes narrative detail on five tasks to be executed including deliverables and estimated costs.
3. Evaluation Standards	• The contract and narrative are not explicitly written to state that the proposal aligns with sustainable development practice, the City's Commonwealth Capital application, Community Development Plan or utilizes a model from the Massachusetts Smart Growth Tool Kit.
4. Budget and Funding	• The application contains details of how funds will be distributed for each project. • The application describes the City's required 18% in matching funds to the grant.

Keep America Beautiful, Inc. Graffiti Hurts

The Graffiti Hurts National Grant Program is a partnership between Keep America Beautiful and Sherwin-Williams. The program aims to help communities kick-start or add on to a local graffiti prevention program. Grant funds may also be used for a one-time project that has the potential to help reduce graffiti vandalism in the community. Projects may include graffiti prevention and education, eradication, or enforcement of local anti-graffiti laws.

Grants of $2,000 are offered to communities with a population under 100,000, communities with a population between 100,000 and 300,000, and communities with a population of over 300,000.

Section	Findings/Summary
1. Problem Statement and Objectives	• The proposal provides information that describes Springfield's receipt of federal funding from the U.S. Department of Housing and Urban Development, which requires that the city develop a planning document that identifies community need, establishes priorities, defines a strategy, and guides resource allocations. The plan clearly displays that the City's community development goals are to firmly establish that it is a good place to live, work and recreate.

Section	Findings/Summary
	• The proposal provides detail of current city policies to deal with graffiti, including a three-tiered anti-graffiti program, maintaining a database and telephone hotline that citizens can use to locate graffiti and to participate in the remediation process.
2. Project Design	• Information obtained by PCG is not sufficient to analyze the design of the project. There is extensive detail of the existing City resources dedicated to the anti-graffiti effort
3. Evaluation Standards	• Information obtained by PCG is not sufficient to determine if the application was written to comply with evaluation standards.
4. Budget and Funding	• Information obtained by PCG did not provide budget information.

IV. Compliance

FY 2007 Smart Growth Grants

The Smart Growth Technical Assistance Grant is operated by the Executive Office of Energy and Environmental Affairs. The program provides grants awards up to $30,000 per community to implement smart growth zoning changes and undertake other activities that improve local and regional sustainable development practices.

Compliance Item	Application	Findings/Summary
Staffing: Costs for staff directly related to the execution of the project are allowable.	The application requests $90,000 over two fiscal years to hire a legal consultants, planners with experience in smart growth planning and ordinances; facilitators to conduct public relations services throughout the project; and graphic artists.	Springfield's application clearly describes the staffing needs to execute the project.
Authorized Spending: Springfield is required to submit a budget for all activities carried out in the Smart Growth Application. Requirements for the application include:	The Springfield application provides substantial detail about projects and their intended outcomes. Springfield provides adequate budgetary information to be compliant with the requirements of the	The application complies with the requirement.

Compliance Item	Application	Findings/Summary
• identified boundaries of the proposed district; • description of the developable land areas • identification of residential development opportunities for infill housing • comprehensive housing plan • Copy of smart growth ordinance by law • Documentation that the proposed district meets the minimum requirements of a smart growth zoning district	grant.	
Budget Management (including matching/MOE requirements): Localities that are awarded funding are required to provide a 15% match to state funds received.	A high level budget narrative is completed with the application. This narrative lists 5 tasks that total cost of $106,200. $16,200 of this is state match.	The application is compliant with the match requirement.
Indirect Costs and Fringe: Indirect and administrative costs are allowable under smart growth with very limited restrictions.	The budget is not thorough and fringe and indirect costs are not detailed	The application is compliant, but does not use indirect costs.
Administrative Requirements (management, reporting, document retention, procurement, audits, etc.): The application and state laws emphasize specifications that must be adhered to in order to receive Smart Growth funding. Administrative requirements are not specified, however.	PCG received invoices from Eaton Planning describing the task and amount that is billed for.	The application is compliant, but reporting requirements are not delineated in the application or state law.

FY 2005 Amendment Community Development Action Grant

The Community Development Action Grant, is offered by the Massachusetts Department of Housing and Community Development and provides grants to publically owned or managed

projects that will result in private funding and investments, job creation and community development in low and moderate income neighborhoods.

Compliance Item	Application	Findings/Summary
Staffing: Funds are allocated for allowable programs: Administrative costs should not exceed 5% of the total CDAG award.	Each activity to be completed using CDAG is described with the CDAG allocation. A descriptive budget is not included. Administrative costs are not delineated.	We are unable to determine if administrative costs are charged to CDAG.
Authorized Spending: Funds can only be expended for the purposes of the CDAG project. Funds can be expended for the following types of projects: • Installation, improvement, construction, repair, rehabilitation, or reconstruction of buildings or other structures, • facades, streets, roadways, thoroughfares, sidewalks, rail spurs, utility distribution systems, water and sewer lines, • Site preparation and improvements, demolition of existing structures, and relocation assistance. Only 5% of the award can be expended on administrative costs. All expenditures have to be approved by the agency administering the grant.	Springfield is required to submit a detailed budget detailing each project that will be funded by CDAG, and the anticipated cost associated with completing the project. The project summary provided to PCG delineated the cost of safety detail, mobilization and soft costs, contingency, and design and engineering.	We are unable to determine if the spending is authorized.
Budget Management (including matching/MOE requirements):	A detailed budget is not included in the application. Massachusetts Mutual Life Insurance Company has	We are unable to review budget management.

Compliance Item	Application	Findings/Summary
	committed $5,000,000 to CDAG activities. Other Non-CDAG commitments include $66,000,000 from the Commonwealth for the renovation of the Convention Center, $4,700,000 from the City for the Court Square Urban Renewal Amendment, and $260,000 of Chapter 90 funds.	
Indirect Costs and Fringe: Indirect and administrative costs are allowable under CDAG with very limited restrictions.	A detailed budget is not included in the application.	We are unable to review budget management.
Administrative Requirements (management, reporting, document retention, procurement, audits, etc.): The grant application requires the Grantee to the following: • Contractors are required to submit to the department quarterly reports within fifteen days of the close of each quarter, • The report has to provide detail on specific expenditures and disbursements of CDAG funds during the previous quarter and a cumulative statement on the progress and status of activities performed in relation to the Performance Schedule, • Documentation of job creation.	Purcell Associates sent invoices in February, March, May and June with the Department of Public Works detailing the fee, % of project complete, total billed to date, previous billing, and current billing for the Court Square Renovations project.	The invoices that PCG received are not adequate to justify compliance with the administrative requirements.

FY 2007 Community Development Block Grant

The Community Development Block Grant, which is authorized under Title I of the Housing and Community Development Act of 1974, Public Law 93-383, as amended; 42 U.S.C.-5301 et seq.,[6] is an entitlement grant awarded annually through a formula to cities and counties to create acceptable housing living environments for low and moderate income persons and families. The Community Development Block Grant, which is awarded based upon the merits put forth in a Community Action Plan, allows awarded entities a great deal of flexibility in setting priorities and program utilization. The Community Action Plan must include planning for the following funding sources: CDGB, HOME Investment Partnerships, and Housing Opportunities for Persons with AIDS (HOPWA), and Emergency Shelter Grants (ESG). In this plan, it must be demonstrated that 70% of the CDBG funds received, over the duration of the award, will be used for activities that benefit low and moderate income persons and that fair housing practices will be continued. [7]

Compliance Item	Application	Findings/Summary
Staffing: The Community Development Block Grant allows for considerable administrative staffing costs. Staff are allowed to charge activities to the grants associated with outreach, implementation of housing assistance programs, and compliance activities.	The City of Springfield FY 06-07 Action Plan contains administration costs for each of the Emergency Shelter Grant, HOME, HOPWA, and CDBG.	The CDBG application complies with the staffing requirement.
Authorized Spending: The Community Development Block Grant may fund the following: • acquisition of real property; • relocation and demolition; • rehabilitation of residential and non-residential structures; • construction of public facilities and improvements; • some public services; • activities relating to energy conservation and renewal	The City of Springfield Action Plan lists programs that are applicable to the authorized spending. Springfield is required to submit monthly reports from all participating organizations and departments, from which quarterly benchmarks and outcomes are reviewed. The CAPER reports that 82.15% of the City's CDBG	The City of Springfield is complying with authorized spending requirement.

[6] Community Development and Block Grant Entitlement Communities Grants. http://www.hud.gov/utlities/
[7] Community Development and Block Grant Entitlement Community Grants, http://www.hud.gov/utilities/

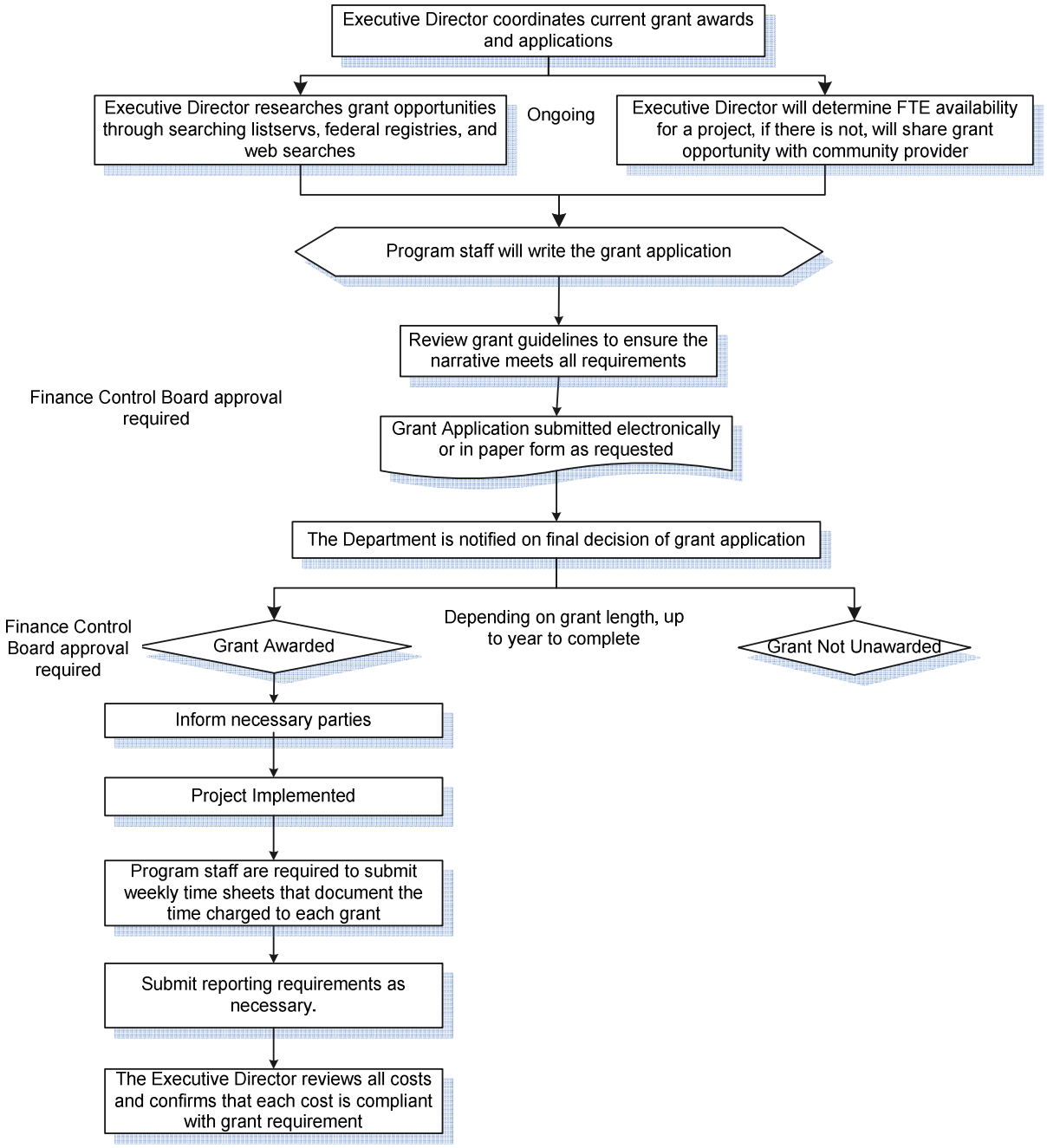
Compliance Item	Application	Findings/Summary
• provision of assistance to businesses to carry out economic development and job stimulation	funds were used to benefit low to moderate income persons. The majority of CDBG activities were classified for economic development, housing, public services, public infrastructure and facilities.	
Budget Management (including matching/MOE requirements): Maintenance of effort requirements are required for the HOME program has a matching requirement that is derived form the Commonwealth Rental Voucher Program, and the Emergency Shelter Matching Requirement is met by sub-contracted entities. Springfield is required to document that matching criteria has been sufficiently meet.	Springfield receives the following funds as match to CDBG: $5,595,000-federal funds, $74,707,276 in state funds (aggregate for community development), $8,607,000 in locally leveraged funds, and $41,674,457 in private investments. Springfield generates $215,000 in program revenue for a combined total of $130,646,733 in CDB-based project funding. From the CAPER CDBG funding is $4,294,920, $181,764 Emergency Shelter Grant, $1,690,814 HOME Investment Partnership Program, $24,994 American Dream Development, $424,000 Housing Opportunities for Persons with AIDS The City of Springfield is 100% forgiven from the HOME matching requirements for FY06-07.	

Compliance Item	Application	Findings/Summary
	Springfield must match ESG dollars one to one. For every ESG dollar expended, one dollar of other private or eligible public money was expended. ESG providers provide reports to Springfield detailing number and race of clients served.	
Indirect Costs and Fringe: Indirect and administrative costs are allowable under CDBG with very limited restrictions.	Indirect and fringe charges are not included in the Action Plan. Administration comprises 25% of the CDBG expenditures at $ 872,170.54.	The City of Springfield is complying with authorized spending requirement.
Administrative Requirements (management, reporting, document retention, procurement, audits, etc.): The grant application requires the Grantee to do the following: • The Office of Community Development is to maintain contractual agreements with sub recipients of funds that require compliance with programmatic statutes and regulations. • All sub recipients are required to submit status reports to their program monitor. • The Office of Community Development is required to perform Documentation of On-site monitoring • Program matching, the city is required to maintain a system to track sources and uses of program matches for the HOME and ESG programs.	PCG received the Consolidated Annual Performance and Evaluation Report (CAPER) CDBG funds were used exclusively for the benefit of low and moderate income persons or to eliminate or prevent slum or blight This report details expenditures, assessments of annual goals and objectives, multi year activities, expenditure by category. Springfield entered into partnerships and provided funding to housing providers. Springfield receives reports from sub-recipients including, accomplishments and performance data, and scope of services and budget	The City of Springfield is complying with authorized spending requirement.

B. DEPARTMENT OF ELDER AFFAIRS

PCG met with the Executive Director, Jan Denney, of the Department of Elder Affairs in regards to the current as-is grant application and management process. The Department of Elder Affairs maintains a budget of $1.5M that provides a variety of services to elders in Springfield. Of the $1.5 million budget, $233,000 is supplied by the city for operational costs, the majority of which is dedicated to salaries. The remainder of the service budget is derived from funding provided by grants. The largest funding sources for the Elders Department are the Senior Aide Program, SHINE, the Council on Aging, and Greater Senior Services. Funding partnerships with these entities allow the department to provide outreach, job retraining services, and in home supports to elders in the Springfield community.

I. As-Is Process


Executive Director coordinates current grant awards and applications
Executive Director researches grant opportunities through searching listservs, federal registries, and web searches
Ongoing
Executive Director will determine FTE availability for a project, if there is not, will share grant opportunity with community provider
Program staff will write the grant application
Review grant guidelines to ensure the narrative meets all requirements
Finance Control Board approval required
Grant Application submitted electronically or in paper form as requested
The Department is notified on final decision of grant application
Finance Control Board approval required
Grant Awarded
Depending on grant length, up to year to complete
Grant Not Unawarded
Inform necessary parties
Project Implemented
Program staff are required to submit weekly time sheets that document the time charged to each grant
Submit reporting requirements as necessary.
The Executive Director reviews all costs and confirms that each cost is compliant with grant requirement

II. Grant Reversions

No grant reversions were identified by the Department of Elder Affairs.

FY07 Grant Applications Submitted	*FY07 No. of Grants Won*	*FY07 No. of Grants Lost*
4	4	0

Review of Grant Sample

Table of Grants Reviewed

CFDA	Federal, State, or Other	Grant Type	Name	FY 2008 Award Amount	Award Dates	FTEs / Staff*
84.002	Federal	Competitive	Senior Services America, Inc, Title III-B funding for Outreach and Social Services	$30,000	10/1/2007-9/30/2008	1.5 FTE's

* Number reflects staff time funded by grant

III. Applications Awarded

Senior Services America, Inc. Title III-B funding for Outreach and Social Services

Greater Springfield Senior Services is part of the National Council on Aging (NCOA), which is a national network of organizations and individuals dedicated to improving the lives of older adults and strengthening community services through advocacy and program adaptation to reflect innovations in service delivery. Title III-B funds are awarded for the provision of supportive services intended to maintain elders in their homes and avoid facility placements. Supportive Services include personal care, senior center services, and transportation services. The Department of Elder Affairs provided PCG with documentation of renewal of this grant, which received a $10,000 increase in funding for FY08.

Section	Findings/Summary
1. Problem Statement and Objectives	• The grant application requires the completion of the renewal form. The Department also included a brief narrative stating the department's intent to continue the provision of services.
2. Project Design	• The project design has remained consistent since the

Section	Findings/Summary
	original grant was awarded. • The renewal language requires the department to continue the provision of outreach, advocacy, and information and referral services to older adults in Springfield as outlined in the original proposal.
3. Evaluation Standards	• Springfield Department of Elder Affairs is also responsible for reporting the number of enrolled individuals, the number of community service hours, and employment level of those served. • The evaluation standards are already detailed in the grant requirements. The Department has adhered to the submission of the necessary demographic information.
4. Budget and Funding	• The grant award has remained the same over the past several years. The project budget sufficiently reflects the projected project budget.

IV. Grant Compliance

FY 2007 Greater Springfield Senior Services, Inc.

The Springfield Department of Elder Affairs was awarded funding from the Greater Springfield Services to provide outreach and social services. The Department agrees to provide enrollment and outreach services that enroll low income persons 55 years of age and older into part-time community service positions.

Compliance Item	Application	Findings/Summary
Staffing: This opportunity provides funding for the establishment of enrollment programs. Staff and program overhead are allowable costs.	The application provides an operating budget of $30,000 for the program, including staff salaries and incidentals.	It is required that staff allocated to the grant to submit timecards on hours spent. The department only funds the staff hours worked on the execution of the grant project.
Budget Management (including matching/MOE requirements):	Springfield is a subcontractor on this grant and is required to be compliant with these conditions. The Greater Springfield Senior Services Board is awarded over $800,000 in federal grant funds	Not applicable. The Greater Springfield Senior Services Board is responsible for all reporting requirements under the Title III-B grant. The Department of Elder Affairs is responsible for providing

Compliance Item	Application	Findings/Summary
	from Title III-B. The Department of Elder Affairs is required to provide Outreach and Social Services through the awarded $30,000.	outreach and social services.
Indirect Costs and Fringe: Indirect costs are not funded by the Federal Title III-B Grant. Fringe costs can be applied to the grant.	The application provides an operating budget of $30,000 for the program, including staff salaries, FICA and administrative costs. Fringe is properly applied to personnel costs for the grant.	The Department is able to track hours and apply the necessary fringe costs to those personnel who work directly on the grant.
Matching Contribution: The grant is a pass through to the department of Title III-B funding. No matching is required from the Department.	N/A	N/A
Tracking Findings and Outcomes: The grant application requires the Grantee to the following: • Enroll at least 165 eligible people, low income persons 55 years of age or older into part-time community services positions in a manner consistent with the Older Americans Act. • Achieve 81.5% in total number of paid hours of community service. • Achieve entered employment level of 44%. • Timely and thorough responses to performance review reports and technical assistance plans.	Findings and outcome tracking are required by the Title III-B grant. The Department is required to submit the statistics in the performance reviews which are submitted to the Greater Springfield Senior Service's Board.	The grant manager reports expenditures on a monthly basis. The grant award was originally $5,000 but after several years of meeting timeline and reporting requirements, funding has increased to $30,000.

C. DEPARTMENT OF HEALTH AND HUMAN SERVICES

PCG conducted a review of the City of Springfield's Department of Health and Human Services. The Department of Health and Human Services has consistently maintained grant funding for the last several years. In FY 2007, the agency did obtain federal grant funding for Oral Health Services.

We spoke with Fiscal Manager, Maureen Morrissey regarding the as-is process, grant reversions and applications, and compliance. The followed mapped process flow and narrative describes the Department of Human Services grant management process.

I. As-Is Process

The As-Is Process Diagram is provided on the following page.

Grant Identification and Application

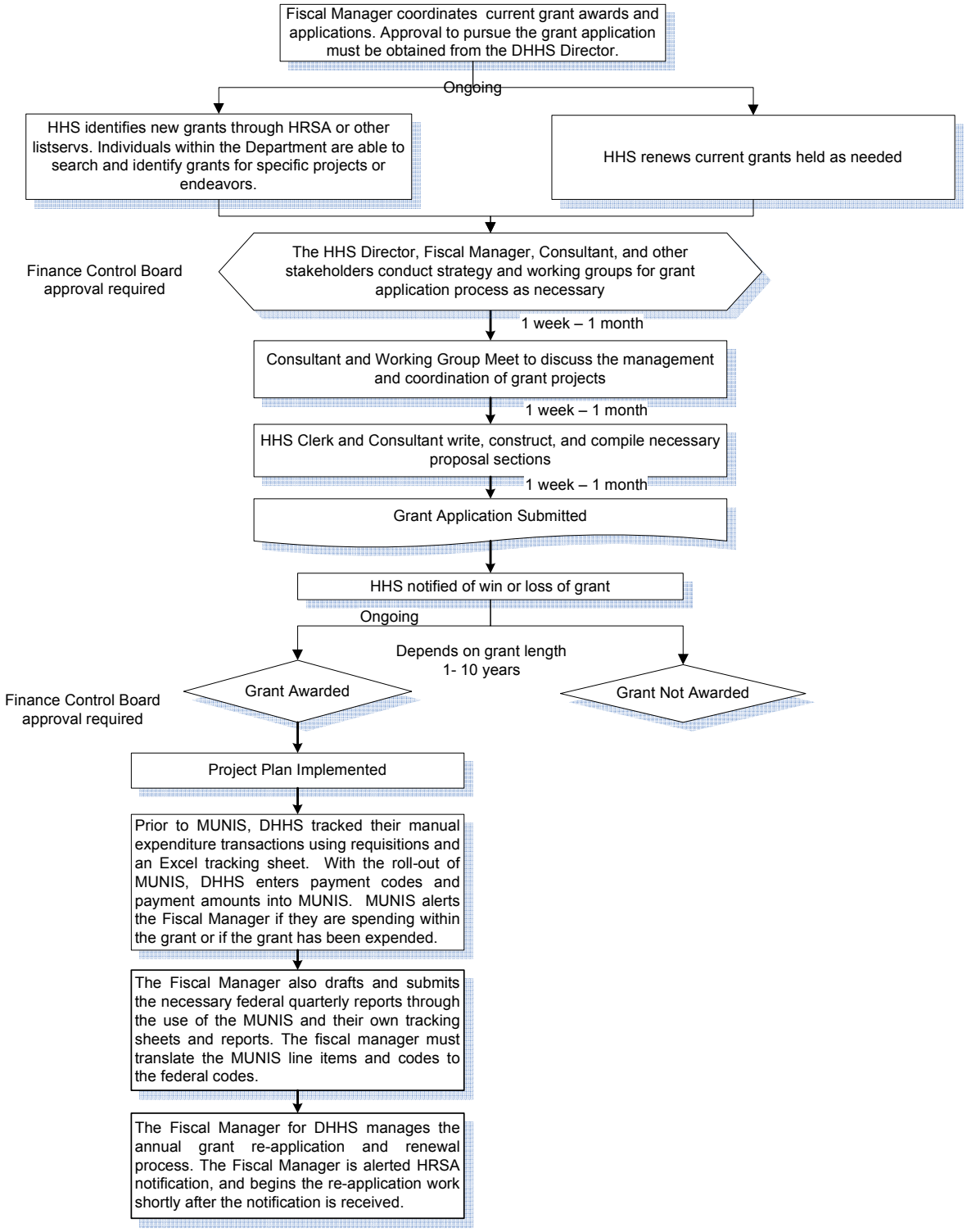
Within the past year, the Department of Health and Human Services (DHHS) has only applied for grants previously held or awarded. The Department has consistently and timely renewed the grants. The grant application process has been structured around the renewal and application calendar for federal and state grants. The HRSA grant is due in June and the application process begins in April. Other smaller grants are coordinated and written within one to two weeks. Due to capacity issues, DHHS contracts a grant consultant to coordinate and write major federal grants such as the HRSA Healthcare for the Homeless Grant. The consultant generally constructs all narrative sections, while the Fiscal Manager constructs all budgetary needs and coordinates the electronic submission.

Grant Reversions

The agency reported that no reversions have occurred in the last several years. For FY 2007, the following grant applications were submitted and won.

FY 2007 Grant Applications Submitted	*FY 2007 # of Grants Won*	*FY 2007 # of Grants Lost*
10	*10*	*0*

City of Springfield Health and Human Services
Grant Application and Management As-Is Process



II. Grant Reversions

PCG reviewed two proposals awarded to DHHS in FY07. As no grant applications went unawarded, only findings for awarded proposals are discussed. The FTEs represented are those funded by the grant award. For grants such as Healthcare for the Homeless, the project receives funding from the City of Springfield and obtains income from Medicaid to back the project.

Table of Grants Reviewed

CFDA	Federal State, or Other	Grant Type		FY 2008 Award Amount	Award Dates	FTEs / Staff*
93.224	Federal	Project	HRSA, Healthcare for the Homeless Grant	$845,429.00	1/01/2006 – 10/31/2010	4.04
N/A	State	Project	Massachusetts, DPH, Tobacco Control Program	$119,400.00	FY 2008	1.11

* Number reflects staff time funded by grant

III. Applications Awarded

Department of Health and Human Services, Health Resources and Services Management, Healthcare for the Homeless Grant
CFDA 93.224

The Healthcare for the Homelessness Grant is awarded to projects that increase access to primary and preventive health care for the underserved and at-risk populations of the area. Health center grant initiatives include (1) Community Health Centers; (2) Migrant Health Centers; (3) Health Care for the Homeless; (4) Public Housing Primary Care Programs; and (5) School Based Health Centers.

This grant was awarded to the City of Springfield for the Health Services for the Homeless project for a five-year period from January 1, 2006 to October 31, 2010. For the most recent grant proposal, the Department of Health and Human Services became a certified Community Health Center (CHC), allowing them to better manage and control operations over the program.

Section	Findings/Summary
1. Problem Statement and Objectives	*Initial Proposal* • Goals and objectives are identified for the current project and the grant's business plan. • The initial proposal identifies and addresses the CFDA criterion through narrative, statistical, and demographic information. By addressing the criterion, DHHS identifies the critical problems for the population the health center hoped to serve. Criterion includes: project service area and community profile, targeted population, significant barriers, and recent health changes. *Renewal Proposal* • DHHS lists the project's goals and provides information on progress to date as well as objectives for the upcoming year. • Appropriate statistics and updated demographic information is present, including updated health center service information. • The renewal proposal sufficiently tracks progress and outcomes to date and future objectives. It makes a clear and strong argument for continued funding.
2. Project Design	*Initial Proposal* • DHSS included a matrix that identifies each problem, lists goals and objectives to address the issues, states key action steps, discusses data/evaluation and measurement. methodology, and highlights the person or areas responsible. • The application provides a strong sense of planning and project design. The initial proposal addresses all response criteria and lists timeframes and milestones for the project. *Renewal Proposal* • The proposal addresses updates to the program design and includes any changes to resources and capabilities. The narrative demonstrates a well planned project design

Section	Findings/Summary
3. Evaluation Standards	*Initial Proposal* • The application displays advanced planning in evaluation and outcome standards. The narrative identifies the necessary evaluation measures to identify program quality, service outcomes, mechanisms to identify the community's needs, performance improvements, and business planning for the project. *Renewal Proposal* • The updated proposal continues to identify the necessary evaluative standards. It defines additional evaluative measures such as MIS and data collection, quality assurance, risk management, healthy outcome measurement, patient satisfaction.
4. Budget and Funding	*Initial Proposal* • The initial proposal identifies the expected budget and justifies the request with a plan for future funding opportunities. *Renewal Proposal* • The budget is included for the current fiscal year with the necessary budget updates and appropriate justification, calculation of fringe. DHHS is able to show sources of additional revenue and federal funding.

Commonwealth of Massachusetts, Department of Public Health, Tobacco Control Program State Grant

This grant is provided to the municipalities seeking assistance with education and outreach for the Tobacco Control Program. Possible education initiatives include education on public health risks, smoking pollution policies, purchase of educational materials, and trainings. The grant also covers tobacco law enforcement costs. This grant application requires applicants to address a particular list of questions rather than setting it up into specific sections as the federal grants require.

Section	Findings/Summary
1. Problem Statement and Objectives	• The goal of the project is expressed in Question 8. The goal is stated and activities that support the goal are

Section	Findings/Summary
	noted. The support activities include milestones and timelines.
2. Project Design	• DHHS addresses the project design and the division of staff labor within the proposal. • The project application lists specific personnel job descriptions to be funded under the grant. The descriptions identify the plan to address the Tobacco Control Program needs. This includes enforcement responsibility, education and training as provided by the Tobacco Control Coordinator. • The grant demonstrates a strong project design and plan that includes the specific personnel to be funded from the cost, their job descriptions, and additional project activities to be implemented.
3. Evaluation Standards	• The proposal cites the maintenance of a database to track various retailers compliance to the Tobacco Control Program guidelines. • Challenges for enforcement and other strategies are also noted in the proposal. The agency addresses how barriers will be overcome. • The department identifies clear ways to measure and evaluate the program.
4. Budget and Funding	• The budget is provided in the forms required by the grant proposal. • No future funding sources are noted. Springfield DHHS is required to provide in-kind support for administrative costs. • The budget is provided in a clear format and includes the grant requirements.

IV. Grant Compliance

The Department has attempted to build in compliance mechanisms into the project implementation and management to assist in proper monitoring of spending. The agency has a billing unit to track expenditures under the health-based grants. The health center services are billed by sub recipients to the grant or Medicaid. The Department carefully outlines the expenditures that meet grant requirements in the subcontract.

FY 2007 HRSA Healthcare for the Homeless
City of Springfield Department of Health and Human Services

Item	Application	Findings/Summary
Staffing : Grantees may expend the grant on salary for positions that directly support the grant project.	The total project includes 29.43 FTEs. Federal monies cover 4.89 FTEs. Program income and local funds cover the costs of the other 24.53 FTEs.	Expenditure tracking for the period 11/1/06 – 10/31/07 displays that only the staff allocated to the grant is billed to the grant. Other expenditures are properly associated with the correct object/class categories.
Authorized Spending: The federal grant is a project grant and provides financial assistance to projects that qualify as Community Health Centers.	The total grant budget is $2,474,372 which includes $844,975 of federal money with the proposed program income of $892,872 and local/other funding of $736,525. This includes a $269,753 City general fund commitment.	Expenditure reports identify that only authorized project costs are expended from grant funds.
Budget Management (including matching/MOE requirements): There is no statutory formula for matching requirements for the amount of the grant. The amount is negotiated based on the costs of the proposed grant activities.	HHS has constructed the proposal so that the budget identifies additional state and local funding as well as program income. The budget provides for $844,975 of federal money with the proposed program income of $892,872 and local/other funding of $736,525. This includes a $269,753 City general fund commitment.	The grant expenditure report for 11/1/06 – 10/31/07 reflects that the total actual direct costs did not exceed that of the approved grant budget.
Indirect Costs and Fringe: Indirect and fringe are allowed. Only approved	No indirect costs are charged and the budget does apply a fringe to all salaries.	No indirect costs are charged due to a lack of approved indirect cost rate. The 34%

indirect cost rates can be applied, otherwise indirect costs can be noted in the 'Other' budget line item.		fringe is applied to the staff salary expenditures.
Tracking Findings and Outcomes Grantees are required to submit an annual report that describes the utilization costs of services and other information. The Financial Status Reports are required no later than 90 days after the end of each budget period.	The application proposes the use of MIS and other data collection tools to track the number of users and services provided. The Department also has a number of tools to measure healthy outcomes, evaluating patient satisfaction, among other program outcomes.	Financial Status reports for the grant are submitted within the required 90 days after the close of the budget period. Utilization and budget information is also submitted on an annual basis.

FY 2007 Massachusetts Department of Public Health, Tobacco Control Program Grant
City of Springfield Department of Health and Human Services

Item	Application	Findings
Staffing : Any staff costs for personnel that are directly allocated to the grant project are allowed. Fringe and payroll can be applied to the grant budget.	The grant application proposes the funding of specific job descriptions. Funding is requested for 1.11 FTEs. One FTE is allocated to the funding of a Tobacco Control Coordinator and 0.11 FTE is allocated towards an Enforcement Assistant. Fringe and payroll taxes are applied to the budget.	1.11 FTEs are funded by the grant. These are tracked through allocating the staff's salary directly to the state grant. The total staff costs for the project are $43,222.00 including payroll and fringe.
Authorized Spending: The grant allows both personnel and project costs to be expended.	The grant proposal and award is for the expenditure of $69,600.00 which funds 1.11 FTEs and program supplies and other direct expenditures.	The quarterly and annual report for FY 2007 on the Tobacco Program Grant indicates that DHHS properly spent within the grant award.

Item	Application	Findings
Budget Management (including matching/MOE requirements): The State grant does not require a match by the grantee.	No match contribution is required. The budget is constructed to represent the funding of 1.11 FTEs and the program supplies.	The actual expenditures confirm this practice.
Indirect Costs and Fringe: The grant allows the grantee to include the costs of administrative support at a 9.59% - which can include indirect	The projected budget includes a 9.59% administrative support cost, including 25% fringe cost and a 3% payroll tax allocation. No indirect (central service) costs are budgeted.	Springfield includes administrative costs up to 9.59% of the grant. These costs include any direct administrative functions that support the grant project. Fringe and payroll taxes are applied. Indirect (central service) costs are not charged.
Matching Contribution: No matching contribution is identified on grant budget forms.	N/A	N/A
Tracking Findings and Outcomes: Quarterly Expenditure Reports are required. The grantee is also required to report program outcomes.	The grant will support staff and program costs to target tobacco prevention and outreach.	Quarterly Expenditure Reports are submitted in a timely fashion. The department tracks enforcement successes and number of individuals served.

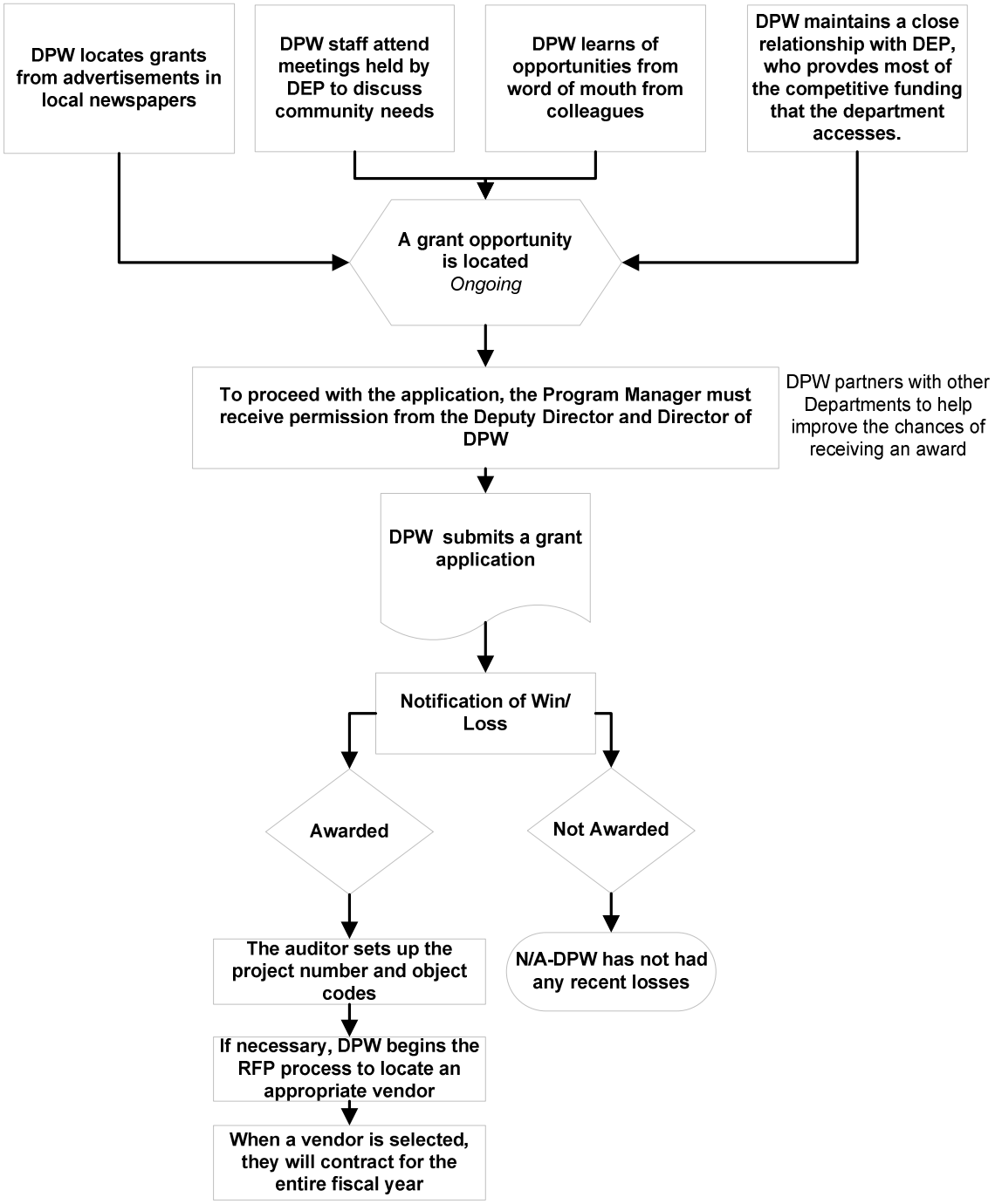
D. DEPARTMENT OF PUBLIC WORKS

The Springfield Department of Public Works receives most of its state funds from Chapter 90 of the Massachusetts budget. Chapter 90 is a formula that takes into account the number of miles of public roads in all municipalities to determine the funding that each will receive. Approval must be given by Mass Highway to include new roads in the calculation of public road mileage.

DPW also accesses some competitive grants, mainly supporting Springfield's recycling program.

Public Consulting Group, interviewed Gary Hebert, Comptroller, Mario Maza Assistant Director for DPW and Greg Superneau, Project Director.

I. As-Is Process


DPW locates grants from advertisements in local newspapers
DPW staff attend meetings held by DEP to discuss community needs
DPW learns of opportunities from word of mouth from colleagues
DPW maintains a close relationship with DEP, who provdes most of the competitive funding that the department accesses.
A grant opportunity is located
Ongoing
To proceed with the application, the Program Manager must receive permission from the Deputy Director and Director of DPW
DPW partners with other Departments to help improve the chances of receiving an award
DPW submits a grant application
Notification of Win/ Loss
Awarded
Not Awarded
The auditor sets up the project number and object codes
If necessary, DPW begins the RFP process to locate an appropriate vendor
When a vendor is selected, they will contract for the entire fiscal year
N/A-DPW has not had any recent losses

II. Grant Reversions

The Springfield Department of Public Works has had no reversions for at least twenty-five years. Controls under the new MUNIS system do not allow Departments to overspend the grant.

FY07 Grant Applications Submitted	FY07 No. of Grants Won	FY07 No. of Grants Lost
3	3	0

Review of Grant Sample

In FY07, Springfield DPW did not lose any requests for grants. However, only three competitive grant applications were submitted. The grants that Springfield DPW applied for are state grants supported by the Massachusetts Department of Environmental Protection. In addition, DPW receives formula funds from Chapter 90.

Table of Grants Reviewed

CFDA	Federal, State, or Other	Grant Type		FY 2008 Award Amount	Award Dates	FTEs / Staff*
	State	Competitive	Municipal Recycling Grant Application	$8,820	FY07	0
	State	Formula	Recycling Blue Boxes	$3500	FY07	0

* Number reflects staff time funded by grant

III. Applications Awarded

The grants sample received from Springfield DPW required little narrative. The Department of Environmental Protection received funds in the Massachusetts budget to parcel out to municipalities, and does not require an extensive narrative explanation as to the use of the grant.

Recycling Blue Boxes

The Recycling Boxes grant application was submitted to the Massachusetts Department of Environmental Protection. Springfield received this money for housing the Material Recycling Facility. The application for this grant contains little detail and is only one page in length.

Section	Findings/Summary
1. Problem Statement and Objectives	• The problem statement and objectives were clearly described. The application contains a project description that explains why the additional recycling bins are needed.
2. Project Design	• The reader must infer that the demand for recycling bins will increase with this additional publicity. There is a little detail regarding publicizing the recycling program.
3. Evaluation Standards	• The evaluation standards are unclear. The application does not suggest any evaluations related to the grant will be completed.
4. Budget and Funding	• The budget is clearly explained. The funding requests will go to build DPW's inventory of blue bins.

Municipal Recycling Grant Application

This application was submitted to the Massachusetts Department of Environmental Protection electronically. The grant application is a standard form for the applicant to fill out, and includes a project narrative. This application requests assistance with a recycling outreach program.

Section	Findings/Summary
1. Problem Statement and Objectives	• The problem statement and objectives were clearly described. DPW states that the recycling outreach program is needed and states the objectives of increasing awareness of the recycling program.
2. Project Design	• The project design is explicit. DPW states that Springfield's fleet of vehicles will be outfitted with signs promoting the recycling program.

Section	Findings/Summary
3. Evaluation Standards	• The standards used to evaluate the grant project are described. Springfield will compare the tonnage of recycling gathered from before the outreach campaign was instituted with the tonnage of recycling gathered after the outreach campaign has been instituted.
4. Budget and Funding	• A comprehensive budget is not included with the grant. However, Springfield does show how much each sign would cost and gives the funder the opportunity to fund one sign for each truck or two signs for each truck.

IV. Grant Compliance

FY 2007 Springfield Department of Public Works Municipal Recycling Fund (MRF)

The Springfield DPW used the MRF funds to purchase recycling blue boxes.

Compliance Item	Application/Online Resources/Interviews	Findings
Staffing: Equipment Grant Application, staffing not applicable.	Equipment Grant Application, staffing not applicable.	Equipment Grant Application, staffing not applicable.
Authorized Spending: Municipalities that contribute to the Springfield MRF may request grant funds to support local recycling programs.	Springfield DPW's application proposes spending $3500 on Recycling Blue Boxes.	DPW reported to PCG via a phone interview that they spent $3500 on Recycling Blue Boxes. Springfield DPW was not required to report their final spending to the state.

Compliance Item	Application/Online Resources/Interviews	Findings
Budget Management (including matching/MOE requirements): There are no matching or other budgetary requirements for this grant.	N/A	N/A
Indirect Costs and Fringe: No indirect or fringe costs are allowed.	No indirect or fringe costs are charged to this grant.	No indirect or fringe costs are allowed or charged to this grant.
Administrative Requirements (management, reporting, document retention, procurement, audits, etc.): No management reports are required for this grant.	No management reports are required for this grant.	No management reports are required for this grant.

FY 2007 Springfield Department of Public Works Consumer Education and Outreach Materials

The Springfield DPW requested funds to place signs on its semi-automated rubbish fleet vehicles promoting the City's recycling program.

Compliance Item	Application/Online Resources/Interviews	Findings
Staffing: Equipment Grant Application, staffing not allowable.	Equipment Grant Application, staffing not allowable.	Equipment Grant Application, staffing not allowable.
Authorized Spending: The DPW will use grant money to support a recycling outreach effort. However, the grant may be used to fund: Public Area Recycling Containers, Wheeled Recycling Carts, Consumer Education and Outreach	The application asks for $8,820 for signs to affix to City vehicles.	DPW reported to PCG in a phone interview that they spent $8,820 on the signs.

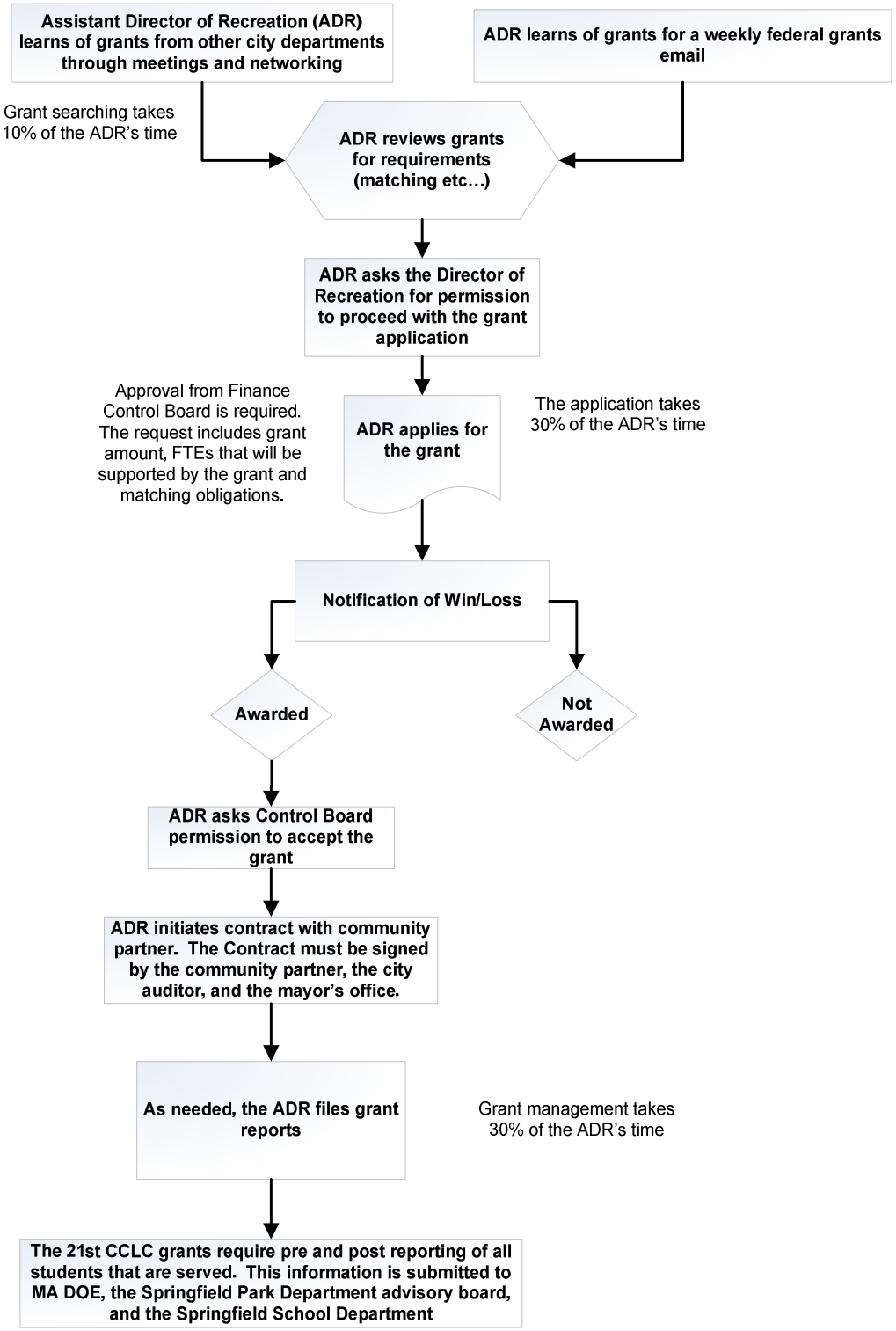
Compliance Item	Application/Online Resources/Interviews	Findings
Materials, Pay-As-You-Throw Assistance, Home Composting Bins, Kitchen Scrap Buckets, Healthy Lawn and Landscape Workshops, Rain Barrels and Water Conservation Tools, School Recycling Assistance, School Chemical Management, Idling Reduction Campaign Toolkit, Diesel Vehicle retrofit Equipment, and Technical Assistance Climate Protection Grants.		
Budget Management (including matching/MOE requirements): There are no matching or other budgetary requirements for this grant.	N/A	N/A
Indirect Costs and Fringe: Indirect and fringe costs are not allowed on this grant.	No indirect or fringe costs are proposed for this grant.	Springfield DPW is complying with this requirement.
Administrative Requirements (management, reporting, document retention, procurement, audits, etc.): Springfield proposed to report on the amount of recycling (tonnage) that is collected after 6 months of outreach and compare this to the tonnage collected in previous years.	No reports were completed.	Springfield DPW did not report on the rubbish collection because a rubbish fee was instituted. DPW did report that the rubbish fee decreased the number of people recycling and therefore offset the benefit of the signs. Springfield DPW assumed the report would not accurately reflect the impact of the signs.

E. PARKS DEPARTMENT

The Springfield Parks Department manages 21st Century Grants for the Springfield School Department. These grants are funded by the Massachusetts Department of Education and support after school and summer programs for city youth. These programs are run by Community Partner organizations that contract with the Parks Department annually. The Parks Department also manages construction grants for city parks.

PCG spoke with Carol Langevin, Assistant Director of Recreation, Paula Thayer Deputy Superintendent of Recreation, and Rita Coppola, Director of Capital Assets. The following process flow describes the grant management process associated with these grants.

I. As-Is Process


Assistant Director of Recreation (ADR) learns of grants from other city departments through meetings and networking
ADR learns of grants for a weekly federal grants email
Grant searching takes 10% of the ADR's time
ADR reviews grants for requirements (matching etc…)
ADR asks the Director of Recreation for permission to proceed with the grant application
Approval from Finance Control Board is required. The request includes grant amount, FTEs that will be supported by the grant and matching obligations.
ADR applies for the grant
The application takes 30% of the ADR's time
Notification of Win/Loss
Awarded
Not Awarded
ADR asks Control Board permission to accept the grant
ADR initiates contract with community partner. The Contract must be signed by the community partner, the city auditor, and the mayor's office.
As needed, the ADR files grant reports
Grant management takes 30% of the ADR's time
The 21st CCLC grants require pre and post reporting of all students that are served. This information is submitted to MA DOE, the Springfield Park Department advisory board, and the Springfield School Department

II. Grant Reversions

The parks department reverted $400,000 in FY07. In FY06, they recorded no reversions. The Parks department reported that reversions occurred because the Department does not begin spending the grant award until the contracting process with the community based partner has been completed. In FY07, the grant year ended before all of the award money had been expended.

Review of Grant Sample

The Springfield Parks Department applied for 18 grants in FY07, of which 4 of these grants were lost.

FY07 Grant Applications Submitted	*FY07 No. of Grants Won*	*FY07 No. of Grants Lost*
18	*14*	*4*

Table of Grants Reviewed

CFDA	Federal, State, or Other	Grant Type		FY 2007 Award Amount	Award Dates	FTEs / Staff*
84.287	Federal	Competitive	21st Century Community Learning Centers Program Continuation Grant	$525,000	FY07	About 26
	Other	Competitive	Community Reinvestment	Loss	FY08	N/A

* Number reflects staff time funded by grant

III. Applications Awarded

In FY07, the Springfield Parks Department won 14 grants, and lost 4. The four grants that were lost were community reinvestment grants that banks had offered. The Parks Department did review scoring sheets and other info available on the lost grant awards. Criticism from lost applications includes notes asking for additional detail of program elements and innovative program practices.

21st Century Community Learning Centers Program Continuation Grant

The 21st CCLC grant is received by the Massachusetts Department of Education. The Springfield Parks Department manages applies for and manages the grant at the request of the Springfield School Department. The Springfield Parks Department manages and provide all necessary reporting under the grant. Parks uses the funding for after school and summer programs, with four sites receiving funds. The grant includes a detailed budget, Program Outcomes Form and a narrative that explains how the funding will be used.

Section	Findings/Summary
1. Problem Statement and Objectives	• The problem statement and objectives are explained in the Program Outcomes Form. This form requires the applicant to choose proposed academic and intermediary outcomes.
2. Project Design	• The project design is clearly explained in the CCLC grant narrative. The narrative describes program development and implementation, and demonstrates how funding will be utilized at each site sites.

3. Evaluation Standards	• Evaluation standards are described in the application. The following describe how Parks will evaluate the CCLC program:
	  • The CCLC grant application proposes to perform a detailed data analysis of the progress of students who participate in the afterschool and summer programs.
	  • Evaluation standards include ensuring activities meet student need and tracking student attendance.
	  • The Parks Department is required to use the Afterschool Program Practices Tool (APT) and the Survey of After-School Youth Outcomes (SAYO).

4. Budget and Funding	• The Parks Department included a detailed budget. • The CCLC grant application budget includes Professional staff, support staff, Contractual Services, Supplies and Materials. • An in-kind budget sheet is also included that shows other sources of funding that will support the CCLC programs.

Community Reinvestment Funds (Peoples Bank)

The Springfield Park Department applied for a Community Outreach Program grant from the PeoplesBank. The request for funds would have supported the 21st Century Community Learning Centers that the Parks Department maintains afterschool and during the summer for Springfield youth. PeopleBank chose not to fund this grant.

****The following comments were taken from the score sheets of this application***

Section	Findings/Summary
1. Problem Statement and Objectives	• The application needs additional information regarding program growth to support the request for funds.
2. Project Design	• The Parks Departments did not complete a detailed project design. The following suggestions were taken from score sheets from the application. • The application needed to confirm that innovative program aspects will serve as a model to other programs. • The application did not address how to provide equitable access to all programs and services. • The application lacked a detailed timeline.
3. Evaluation Standards	• Judges thought evaluation standards were not adequate. • Average hours of program attendance were low compared to the statewide average. • The application should have provided an explanation of the (Survey of After School Youth Outcomes) SAYO data
4. Budget and Funding	• A Detailed budget is included.

IV. Grant Compliance

FY 2008 21st Century Community Learning Centers

The purpose of the federally-funded Massachusetts 21st Century Community Learning Centers (21stCCLC) Program is to establish Community Learning Centers that operate during out-of-school hours and provide students with academic enrichment opportunities along with other activities designed to complement the students' school-day program. Community Learning Centers may offer families of these students literacy and related educational development.

Compliance Item	Application	Findings
Staffing: • All staff that work with Children must be CORI checked. • It is suggested that ratios of staff to children remain at 1:10. • No one under 17 can be left alone with children.	Springfield's grant application affirms the following : • All staff are CORI checked. • Programs maintain a staffing ratio of 1:10. • No one under 17 is left alone with children.	The Parks Department complies with the staffing requirement of the 21st CCLC grant according to the Parks Department grant application and final reports.
Authorized Spending: • Grantees may apply for an amount equal to 97.5% of the total 21st Century Community Learning Center grant funds received in FY2006 under Fund Code: 647-A (not including any amounts for pilot/enhancement projects). • 21st CCLC grant money can only be spent on activities that take place outside of the school day.	Springfield applied for $552,500 in FY07. Springfield's 21st CCLC grant is spent on activities on after-school and summer programs outside the school day.	The Parks Department complies with the spending requirement of the 21st CCLC grant.
Budget Management (including matching/MOE requirements: • No more than 20% of the total budget may be used for program coordination and administration • No more than 10% may be used for program materials. • Districts or agencies including indirect costs in their budget proposals can use their most recently approved indirect cost rates. If the approved rate is higher than 5.0%, the agency	• The total budget is $552,500 • $21,365 is earmarked for supplies, this is 4% of the budget • Two sites have admin allocations. Community Music School $1,686 and Martin Luther King $7,531.39. This totals $8,217.39, and is 1.5% of the total budget • Indirect costs are not listed in the budget because the	The Parks Department complies with the supply and admin budget limitations.

Compliance Item	Application	Findings
can use only a maximum rate of 5.0% for this grant. • The budget includes a match for the salary of the Deputy Director of the Parks Department	total budget is $552,500 as much as $27,625.00 could have been charged to the grant.	
Indirect Costs and Fringe: Indirect and fringe costs are allowed	The budget includes $759 for Financial Accountant Fringe	The Parks Department complies with this requirement.
Administrative Requirements (management, reporting, document retention, procurement, audits, etc.): • Implement the Assessment of After-School Program Practices (APT). The APT is an instrument that has been designed to assess the extent to which 21st Century Community Learning Center (21st CCLC) programs are implementing practices congruent with their desired SAYO (Survey of After-School Youth Outcomes) outcomes. • Implement all the components of the Department developed Survey of After-School Youth Outcomes (SAYO) evaluation tool • Submit Program Activity Forms within two weeks of the start of each session • Submit data to the Department of Education three times a year on students who are enrolled in programs and services funded by this grant • Attend 21st CCLC coordinators meetings and trainings	• The SAYO and APT are submitted once a year. • For the APT, each program is observed, and a survey and written assessment are completed. • At the end of each program cycle, Parks uses data analysis tolls to undertake a broad look at their SAYO • Springfield's 21st CCLC measures 2 academic outcomes and 3 intermediary outcomes each year. • Parks has developed a database that tracks student attendance. Each student is assigned a barcode which is linked to their SASID number. Every time they attend a program, they scan their barcode, which enables attendance data to be gathered.	The Parks Department complies with administrative requirements.

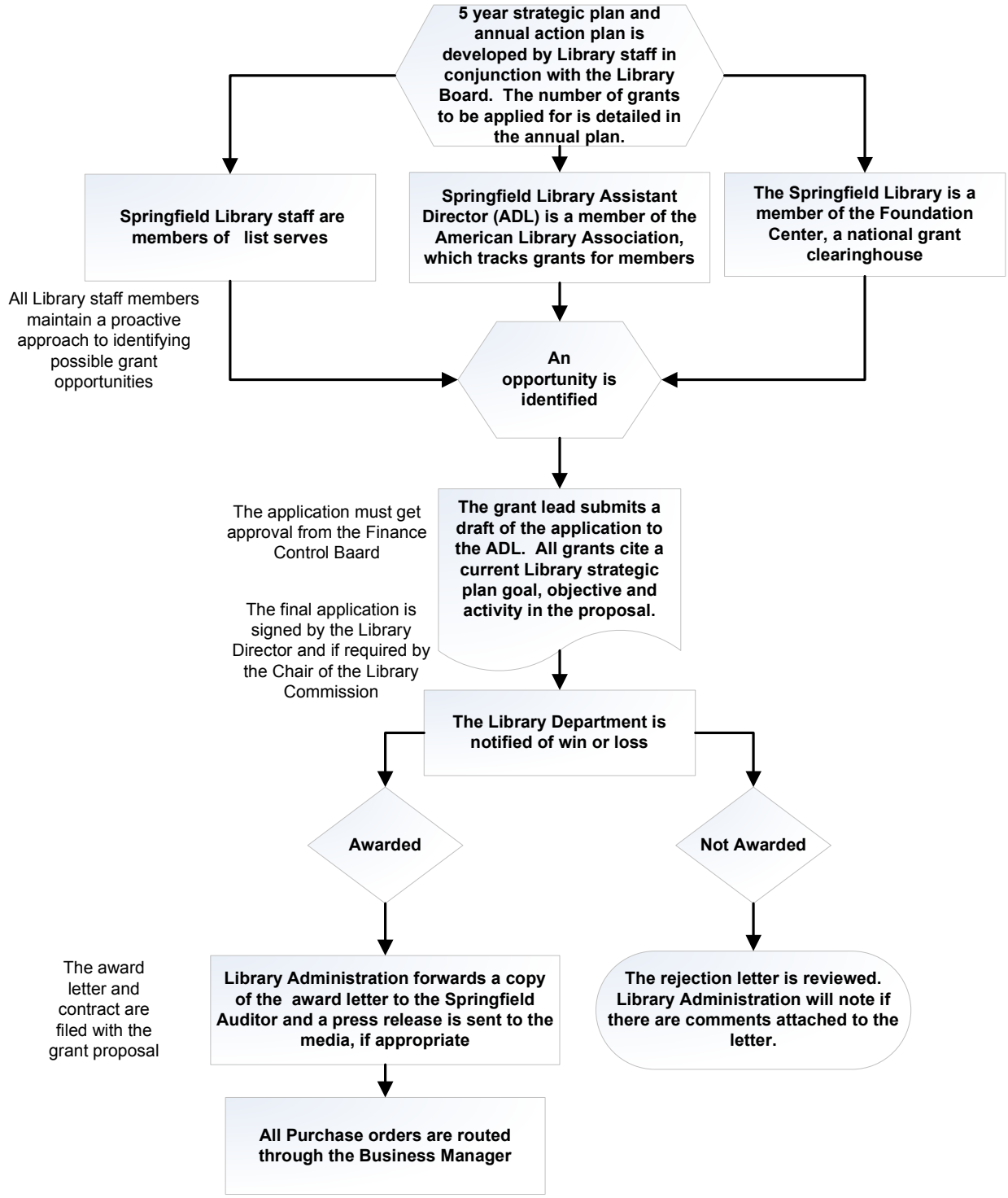
F. LIBRARY DEPARTMENT

In FY07, the Springfield Library budget was $3,756,174, with 84 funded staff. During this fiscal year, there was a $3.96 materials expenditure per capita.

Springfield Public Library staff are well prepared to research grant opportunities and develop grant applications. When developing grant reports, the demographic specialist at the library researches census and demographic data to determine current Springfield statistics in support of the grant applications.

PCG spoke with Carol Leaders, Business Manager and Lee Fogarty, Assistant Director of the Library regarding their grant management process. The following mapped process flow and narrative describes Springfield Library's grant management process.

I. As-Is Process


5 year strategic plan and annual action plan is developed by Library staff in conjunction with the Library Board. The number of grants to be applied for is detailed in the annual plan.
Springfield Library staff are members of list serves
Springfield Library Assistant Director (ADL) is a member of the American Library Association, which tracks grants for members
The Springfield Library is a member of the Foundation Center, a national grant clearinghouse
All Library staff members maintain a proactive approach to identifying possible grant opportunities
An opportunity is identified
The application must get approval from the Finance Control Baard
The grant lead submits a draft of the application to the ADL. All grants cite a current Library strategic plan goal, objective and activity in the proposal.
The final application is signed by the Library Director and if required by the Chair of the Library Commission
The Library Department is notified of win or loss
Awarded
Not Awarded
The award letter and contract are filed with the grant proposal
Library Administration forwards a copy of the award letter to the Springfield Auditor and a press release is sent to the media, if appropriate
The rejection letter is reviewed. Library Administration will note if there are comments attached to the letter.
All Purchase orders are routed through the Business Manager

II. Grant Reversions

The Springfield Library Department had no reversions on FY07 or previous years.

Review of Grant Sample

FY07 Grant Applications Submitted	*FY07 No. of Grants Won*	*FY07 No. of Grants Lost*
11	*10*	*1*

In FY07, the Springfield Library Department applied for 11 grants. One of these grants was not awarded. This loss was a Mass Mutual Fund Grant that would have funded a website called Tutor.com, a program for students to receive live homework help.

Of the Library grants, only the Adult Basic Education (ABE) grant supported staff.

Table of Grants Reviewed

CFDA	Federal, State, or Other	Grant Type		FY 2007 Award Amount	Award Dates	FTEs / Staff*
84.002	Federal	Formula	Adult Basic Education	$30,000	7/1/2006-6/30/2007	6
N/A	State	Formula	Massachusetts Board of Library Commissioners	$182,841.33	FY07	0
N/A	Other	Competitive	Mass Mutual Fund Grant	Lost	N/A	N/A

* Number reflects staff time funded by grant

III. Applications Awarded

Adult Basic Education

The Adult Basic Education (ABE) grant application is completed on a standard contract form administered by the Massachusetts Department of Education. The applicant is required to include information pertaining to the number of staff that will be supported by the grant and their salaries as well as supplies, travel, miscellaneous costs and indirect costs. A narrative section is also required.

Section	Findings/Summary
1. Problem Statement and Objectives	• The problem statement and objectives are clearly stated in the application. • The narrative section states the challenges faced in previous grant years and effective teaching strategies learned during pervious years.
2. Project Design	• The project design describes a focused strategy for the grant. • The ABE grant details descriptions of staff who will be funded by the grant, the amount of time they will charge to the grant and their cost per hour. • The narrative section describes student leadership activities within the program • The narrative section highlights program design changes for this grant year.
3. Evaluation Standards	• While not explicitly expressing evaluation standards, the narrative section does highlight the success of program participants who went on to register for GED services.
4. Budget and Funding	• The grant includes a detailed budget form and narrative. The narrative describes staff credentials, hours they will charge to the grant, and their rate per hour.

Massachusetts Board of Library Commissioners Grant

The Massachusetts Board of Library Commissioners (MBLC) requires municipalities to complete a survey in order to receive funding. The MBLC also reviews the Library's financial reports. The funding is guaranteed as long as the municipality is in financial compliance with the state.

Information collected in the survey includes:

- Numbers of Library staff and degrees attained
- Details of the collection including number of books, DVDs, and audio materials in total and at each library
- Specification on library facilities
- Information Technology system capacity

In FY07, the Springfield Library asked the MBLC for a waiver of the Municipal Appropriation Requirement (MAR) that municipalities are required to meet in order to receive funding fro the MBLC. Springfield received this waiver due to the fiscal hardship that the city has been under.

Section	Findings/Summary
1. Problem Statement and Objectives	Because the MBLC grant is formula-based, Springfield is not required to provide detailed information in these areas.
2. Project Design	
3. Evaluation Standards	
4. Budget and Funding	

Mass Mutual Fund Grant

Mass Mutual provides grant opportunities to local academic, arts and cultural organizations run by non-profit organizations and government agencies. The Mass Mutual grant that was reviewed was proposed to fund Tutor.com, a live homework website.

Though a score sheet was not provided, the Library Department was informed that they lost this grant because they did not have a plan to sustain the program after the first year and because the library hours are not long enough to serve a maximum number of children.

Section	Findings/Summary
1. Problem Statement and Objectives	• The problem statement and objectives are clearly stated in the application. • The *Program Request* section reports that Springfield students have some of the lowest MCAS scores. • The application states that Tutor.com can help students with live homework help • The grant application is focused on a specific branch of the library that has close ties with a local middle school, whose students would have benefited from the re-designed homework center and expanded curriculum center.
2. Project Design	• The project design is limited; it does not provide a lot of detail on how Tutor.com will be implemented. • Additional information on Tutor.com program specifics may have been helpful. • More detail about how Tutor.com will be integrated into the Forest Park Library homework center may have been useful.

Section	Findings/Summary
3. Evaluation Standards	• The evaluation standards proposed by the Library are sufficient. The Springfield Library proposes to measure the satisfaction of the Tutor.com purchase by conducting surveys of students after they use the tool. • Librarians will also determine the most popular subjects and the grade levels of students using the tool.
4. Budget and Funding	• The budget in the grant application is detailed. • The budget includes additional funding from the Friends of the Springfield Library and Library Services & Technology Act. • 56% of the total request is the purchase of tutor.com for one year with limited detail on how the application would be supported in later years.

IV. Grant Compliance

FY 2007 Springfield Library ABE Grant

The purpose of Adult Basic Education grant program is to improve teaching, strengthen programs, and improve student outcomes. The provision of coordinated opportunities for high quality program development, staff development, and other supports help the Commonwealth's Adult Learning Centers meet their goals and those of their students.

Compliance Item	Application/Online Resources/Interviews	Findings
Staffing: The ABE grant requires Springfield Library to report detailed staffing information.	The Springfield Library reports the number of hours staff spend doing the following: Staff Development, Vacation, Child Care, Community Planning, Program Development Coordination, Program Development, Data Entry, Support Staff, Administration, Misc/Other, Technology Coordination, ADA Coordination, Planning	Springfield Library artment complies with this irement.

Compliance Item	Application/Online Resources/Interviews	Findings
	(Pre and Post), Counseling, Assessment, Intake/ Recruitment, Follow Up, Paid Prep Time, Teaching	
Authorized Spending: • Funds may be used for ABE instructional services, including Adult Basic Education/literacy, pre-adult secondary education, adult secondary education, English for Speakers of Other Languages (ESOL), pre-literacy ESOL, and Adult Diploma classes that are designed in accordance with the Guidelines for Effective Adult Basic Education and the ABE Rates System. • Eligible students are individuals 16 years of age or older who: are not enrolled in a secondary school; have the capacity to acquire basic reading and writing skills; lack the level of reading, writing, and/or numeracy skills expected of a high school graduate (even if they possess a high school diploma); and/or are limited English proficient.	• Springfield uses the grant funding for the Read/Write/Now program which helps adults living in the greater Springfield area to achieve their basic education goals as family members, workers and community members. • Springfield provides an adult basic education program at no cost to participants. The program promotes self-directed learning by recognizing and valuing the strengths and knowledge that adults bring to learning. • Read/Write/Now provides classes in the following: Basic Literacy, Basic Math, Citizenship, Computer Literacy, Job Search/Readiness, Life Skills/Literacy, Pre-GED	The Springfield Library Department complies with the criteria of the grant.

Compliance Item	Application/Online Resources/Interviews	Findings
Budget Management (including matching/MOE requirements): Applicants are required to provide an auditable matching share of 20% of the total amount of the requested grant award. Currently funded grantees must provide a matching share that is not less than their current matching share (maintenance of effort amount) or 20% of the requested amount, whichever is greater.	The DOE award for ABE is $183,210. Matching funds of $51,818 and LWIB (Local Workforce Investment Board) award of $31,455 are allocated to the project.	The Springfield Library Department complies with the matching criteria.
Indirect Costs and Fringe: 2 of the 6 staff receive a 25% fringe benefit package under the DOE grant. The director's fringe is covered by match.	The DOE budget contains $14,656 of fringe. This is 25% of 2 salaries. One at $38,833 and one at $19,741	The Springfield Library Department complies with the criteria.
Administrative Requirements (management, reporting, document retention, procurement, audits, etc.): Performance measures include: • Ensure that students attend between 66% and 76% of total planned student hours. • Ensure that students attend between 117 and 131 average hours per year. • Ensure that between 66% and and 76% of eligible students are pre and post tested. • Ensure that between 47% and 56% of students demonstrate significant gain. • Programs set on average at least 2 goals per student per year.	The Springfield library inputs data into SMARTT (System for Managing Accountability and Results through Technology). They do not have to explicitly report on each measure, the SMARTT system calculates measures based on the inputs. The database contains a large amount in information about each of the learners as well as classes and staff.	There are no explicit reports that show this data. The Department inputs data into the SMARTT system, and the system determines statistics. The Springfield Library meets this requirement.

FY 2007 Springfield Library Massachusetts Board of Library Commissioners (MBLC) Grant

The Massachusetts Board of Library Commissioners' formula grant requires libraries that receive aid abide by Massachusetts General Law Ch.78 Sec.19A and B. Libraries must complete a detailed form in order to receive aide. The FY07 request is based on FY06 data.

Compliance Item	Application/Online Resources/Interviews	Findings
Staffing: The Springfield Library must employ trained personnel in accordance with the regulations of the board of library commissioners. Springfield's Library Director must be a college graduate with a degree from an approved library school and have experience in library work including supervisory experience.	Emily Bader, Library Director holds a Masters in Library Science (MLS), Certificate #P3711.	Springfield Library artment complies with this irement.

Compliance Item	Application/Online Resources/Interviews	Findings
Authorized Spending: Funds may be expended as long as the following are true: • The Library is open to all individuals in the Commonwealth. • No charge is made for formal library service. • Expend a reasonable portion of the library's total budget on library material. Springfield must have 12% of its FY06 total operating expenditures on library materials. • Lend books to other libraries in the commonwealth and extend privileges to the holders of cards issued by other public libraries in the commonwealth on a reciprocal basis. Include in their annual report the total number of nonresident loans and nonresident circulation as a percentage of the library's total circulation, as certified by the librarian.	• Springfield meets all of the requirements. • Springfield libraries are open to all individuals in the Commonwealth. • There is no charge for library service. • Springfield expends 14.2% of its operating budget on materials. • Springfield lends books to other libraries in the Commonwealth. • The number of interlibrary loans received from other libraries-30,063. • The number of interlibrary loans provided to other libraries 74,214.	The Springfield Library Department complies with the criteria of the grant.
Budget Management (including matching/MOE requirements): • This Springfield School Department is not required to provide a budget for this grant. Instead they complete an ARIS reports. • The Springfield Public Library is subject to a Municipal Appropriation Requirement (MAR). The MAR requires that for a municipality to be eligible	• The Springfield School Department completed the ARIS report. • The MBLC has waived Springfield from the MAR due to the City's budget crisis.	• The Springfield Library Department complies with the criteria.

Compliance Item	Application/Online Resources/Interviews	Findings
for State Aid to Public Libraries monies, it must appropriate for public library service at least the average of the municipal public library appropriations (excluding capital) for the prior three fiscal years, increased by two and one-half percent.		
Indirect Costs and Fringe: The MBLC grant does not allow indirect costs.	The Springfield Library does not charge indirect costs to the MBLC grant.	The Springfield Library Department complies with the criteria.
Administrative Requirements (management, reporting, document retention, procurement, audits, etc.): The MBLC grant does not require grantees to report expenditures.	The Springfield Library does not report expenditures.	The Springfield Library complies with this requirement.

G. PUBLIC SAFETY

PCG conducted a review of the Public Safety agencies in the city which includes the Springfield Fire Department (SFD) and the Springfield Police Department (SPD). Fire and Police have similar processes for grant identification and application, with certain nuances unique to the various steps in the process.

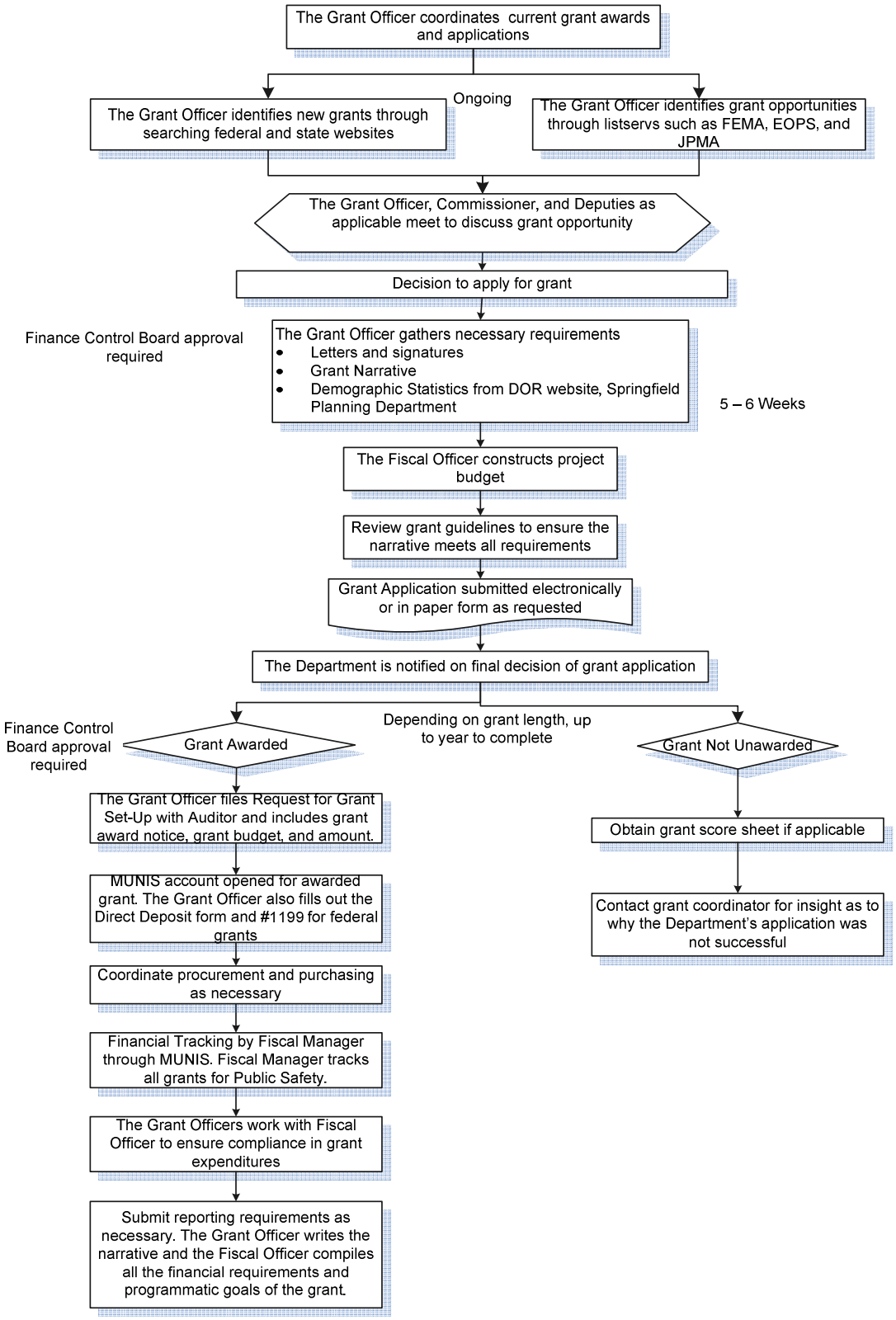
PCG met with the Fiscal Manager, Dominic Pellegrino, as well as the Grant Contacts at each Department: Garrett Sullivan, Administrative Officer at the Fire Department, and Brian Elliot, Grants Officer at the Police Department. The followed mapped process flow and narrative describes the Department of Human Services grant management process.

I. As-Is Process

The As-Is Process Diagram is provided on the following page.

Grant Reversions

The departments reported no reversions in FY07.


The Grant Officer coordinates current grant awards and applications
Ongoing
The Grant Officer identifies new grants through searching federal and state websites
The Grant Officer identifies grant opportunities through listservs such as FEMA, EOPS, and JPMA
The Grant Officer, Commissioner, and Deputies as applicable meet to discuss grant opportunity
Decision to apply for grant
Finance Control Board approval required
The Grant Officer gathers necessary requirements
Letters and signatures
Grant Narrative
Demographic Statistics from DOR website, Springfield Planning Department
5 – 6 Weeks
The Fiscal Officer constructs project budget
Review grant guidelines to ensure the narrative meets all requirements
Grant Application submitted electronically or in paper form as requested
The Department is notified on final decision of grant application
Depending on grant length, up to year to complete
Finance Control Board approval required
Grant Awarded
Grant Not Unawarded
The Grant Officer files Request for Grant Set-Up with Auditor and includes grant award notice, grant budget, and amount.
MUNIS account opened for awarded grant. The Grant Officer also fills out the Direct Deposit form and #1199 for federal grants
Coordinate procurement and purchasing as necessary
Financial Tracking by Fiscal Manager through MUNIS. Fiscal Manager tracks all grants for Public Safety.
The Grant Officers work with Fiscal Officer to ensure compliance in grant expenditures
Submit reporting requirements as necessary. The Grant Officer writes the narrative and the Fiscal Officer compiles all the financial requirements and programmatic goals of the grant.
Obtain grant score sheet if applicable
Contact grant coordinator for insight as to why the Department's application was not successful

II. Grant Reversions

Department	FY07 Grant Applications Submitted	FY 07 No. of Grants Won	FY 07 No. of Grants Lost
Police Department	9	8	1
Fire Department	5	4	1

PCG reviewed two grant proposals awarded to the Springfield Police Department and two awarded proposals and one lost grant application from the Springfield Fire Department. The lost grant was contested by SFD.

Table of Grants Reviewed

CFDA	Federal, State, or Other	Grant Type		FY 2008 Award Amount	Award Dates	FTEs / Staff*
16.738	Federal	Formula	Edward Byrne Memorial Justice Assistance Grant (JAG) Program	$ 336,543	October 1, 2006 – September 30, 2010	Overtime
N/A	State		Senator Charles E. Shannon, Community Safety Initiative	$1,796,307		3.42 FTEs plus overtime hours
FEMA	Federal	Competitive	Fire Act Grant 2007 Application	$600,000	October 20, 2006 – September 30, 2007	N/A
FEMA	Federal	Competitive	Fire Act Grant: 2006 Application	N/A	Unawarded	N/A

* Number reflects staff time funded by grant

III. Applications Awarded

Senator Charles E. Shannon, Jr. Community Safety Initiative
State Grant to Springfield Police Department

The Senator Charles E. Shannon, Jr. Community Safety Initiative is an anti-gang grant created by the Massachusetts Legislature that provided over $11 million in grant funding for programs

within the state. The grant supports regional and multi-disciplinary initiatives to combat gang violence. Initiatives can range from law enforcement, anti-gang education, and crime mapping projects, among others.

The City of Springfield Police Department applied for the Shannon Grant and received over $1.7 million with a match of $2.6 million required of the City. The grant application reviewed is for continued funding under this grant.

Section	Findings
1. Problem Statement and Objectives	• The Problem Statement makes a strong argument for Springfield's need to combat gang violence and supports this with the statistical and demographical information.
2. Project Design	• The project design reviews past progress and performance while identifying how continued funding will assist the project. • It discusses the anti-gang projects to be continued under the project funding and identifies ways to increase staffing and outreach. • The grant discusses other stakeholders that will participate in the execution of the project and provides a matrix of project partners and the roles of each • The Project Design statement clearly identifies the project implementation plan, the various parties that will be involved. It clearly demonstrates that the department has created a plan on how to properly use the funding.

Section	Findings
3. Evaluation Standards	• The US Department of Justice requires that grant awardees adhere to performance measures as defined by the Government Performance and Results Act. • The Department must supply the DOJ with supporting statistics for two identified outcomes with several recognized outputs. The physical count and supporting statistics must be included in the reporting. Statistics for the following and other items must be provided: o Number of Meth Labs o Number of Prevention programs o Number of drug court programs o Number of treatment programs o Number of gang investigations o Number of gang-based education programs • The City addresses the required evaluation standards identified in the grant and also identifies other outcomes that will be tracked.
4. Budget and Funding	• This section provides the projected budget which identifies staff positions, description of cost, total cost, and match share. The narrative covers all costs and justifies personnel cost and match amount. The budget sufficiently addresses any matching requirements, fringe, and other benefits. • Necessary forms are submitted in conjunction with budget narrative • The budget is clear and concise and provides all necessary information including personnel and other project costs as well as the matching requirement.

Edward Byrne Memorial Justice Assistance Grant (JAG) Program CFDA #16.738, Federal Grant to Springfield Police Department

The JAG Program provides support to state and local governments for crime prevention and control, and to improve the criminal justice system. JAG is a formula grant based on population and crime statistics. It is awarded to law enforcement Departments, court and prosecution programs, prevention and education programs, as well as general planning, evaluation, and other improvement programs. JAG funding covers personnel funding and equipment as it relates to overall crime prevention goals. For the 2007 grant application year, Springfield Police Department applied for funding to purchase technology and equipment upgrades.

Section	Findings
1. Problem Statement and Objectives	• Addresses the overall needs of SPD and identifies top priorities • Identifies upgrades necessary for particular equipment and technology that the Department hopes to purchase • Addresses the purpose and use of the equipment to be purchased • The problem statement is sufficient at identifying equipment needs and provides the necessary factual and statistical justification to gain funding
2. Project Design	• The project design states what the equipment will be expended if the grant is awarded
3. Evaluation Standards	• SPD has attested to the provision of quarterly reports to provide updates on the procurement and purchase of equipment • As the grant is for equipment purchases, no evaluation standards are provided, just proof of procurement
4. Budget and Funding	• Budget narrative identifies the need and equipment to be purchased by the grant. State matching funds are also identified. • The review identified that the grant application meets all grant requirements.

Fire Act Grant: Assistance to Firefighters Grant Program
Federal Grant to Springfield Fire Department

The Department of Homeland Security issues the Fire Act Grant providing assistance to firefighters and fire departments. The grant is intended to provide additional assistance to meet fire departments' emergency and firefighting response needs. One application per application period can be submitted for one of the two grant categories: Operations and Firefighter Safety Program Area and Firefighting Vehicle Acquisition Program Area. The Springfield Police Department applied for the Firefighting Vehicle Acquisition Program and received funding for the 2007 application.

Section	Findings
1. Problem Statement and Objectives	• The grant application clearly states the dire need for the ladder fire truck. The problem statement connects

Section	Findings
	the need for the fire truck for the fire department, the community, and to other agencies, companies, and landmarks in the area. • Certain statistics are required by FEMA. Other statistics are intricately worked into the problem statement to provide quantitative evidence as to why the department should receive the funding • The statement makes a succinct argument for the need for this vehicle equipment with the use of appropriate statistical and factual support.
2. Project Design	• The project design sufficiently matches the equipment needs of the city.
3. Evaluation Standards	• FEMA requires that the applicant submit reports that updated the department on the status of procurement and purchasing. • The application addresses that the City will submit the necessary evaluation requirements requested by FEMA.
4. Budget and Funding	• The budget information states the total cost of the proposed equipment and identifies the federal and state share. • The application makes a strong argument for federal funding. This section discusses the overall decrease in the SFD's budget and the financial need of the city of Springfield.

Applications Unawarded
Fire Act Grant: Assistance to Firefighters Grant Program
Federal Grant to Springfield Fire Department

The Department of Homeland Security issues the Fire Act Grant providing assistance to firefighters and fire departments. In 2006, the Springfield Fire Department applied to receive Self-Contained Breathing Apparatus oxygen bottles/cylinders and portable and were not awarded the grant. The grant writer requested reconsideration of the decision by DHS. The award status was not altered. Grant proposal evaluation as defined by DHS is based on the following elements. Each of these carry equal weight.

- Clarity of the proposed project
- Financial need of your organization
- Benefits that the organization would receive should the grant be awarded

- The extent to which the grant would enhance daily operations and how it will positively impact the ability to protect life and property

Section	Findings
1. Problem Statement and Objectives	• The actual application requires that certain statistics and information be reported by the applicant. Historical information such as fire-related fatalities, annual operating budget of the department, types and quantities of specific equipment among other information is requested by DHS. • The grant application makes an argument for the federal funding but does not address the problem as it pertains to Springfield and how the equipment will address the problem. The problem statement does not make a strong argument on how the requested equipment will impact the daily operations and protect the safety of the community.
2. Project Design	• The department discusses the need for updated equipment but does not strongly explain the connection between the equipment, the needs of the community, and the department.
3. Evaluation Standards	• The federal government requires that quarterly reporting be submitted that provided information as to the status and progress of the grant procurement.
4. Budget and Funding	• The grant explains the decline in the budget appropriation for the department which has impaired their ability to purchase the equipment on their own. • All budget information required is present and compliant. It provides information as to the city match amount.

IV. Grant Compliance

Project grants require additional monitoring and management in terms of compliance. The fiscal manager monitors this on an ongoing basis as invoices are received. The fiscal officer is tasked with tracking compliance. If any compliance questions arise, the grant contact is also contacted to ensure the utmost compliance. If costs are not allowable, they are not billed to the grant. The department states that it has never faced any compliance issues or audit findings at a federal level.

Time Obligation:

- Depends on reporting requirements by agency
- On a quarterly basis fiscal and grant contact are working to complete the quarterly report
- At the end of the fiscal year, agency also submits reporting requirements
- Fiscal manager works to ensure that grants are spent before the end date of the grant

PCG reviewed the following grant application guidelines and proposal to identify potential compliance issues for the Fire and Police department.

- Shannon Anti-Gang Grant
- JAG Grant
- Fire Assistance Grant

FY 2007 JAG Grant
City of Springfield Police Department

Item	Application	Findings
Staffing	N/A	N/A
Authorized Spending: Funds can be used for state and local initiatives, technical assistance, training, personnel, supplies, for any criminal justice program. JAG funds cannot be used directly or indirectly for security enhancements or equipment to nongovernmental entities.	The application is to support the Police Department's strategic plan for technological updates. The grant suggests the purchase of items such as an update of the SANs system, Live Scan Fingerprint upgrade, additional services and back-up system, as well as VoIP Console for Mobile Command Center. The application requests the federal funding of $336,543 for the 2006 – 2010 period.	The grant allocation was properly expended on the identified equipment enhancements.
Budget Management (including matching/MOE requirements): Awards are distributed up front rather than on a reimbursement basis. Direct recipients are able to earn interest on their awards. This is different from the Byrne and LLEBG	No matching or MOE is required.	The grant was properly expended and managed. Draws occurred on a timely basis.

Item	Application	Findings
grant.		
Indirect Costs and Fringe: 10% of the award can be used for costs associated with administering JAG funds.	No indirect funds are applied to the grant budget.	No indirect costs were applied to the grant.
Matching Contribution: A match is not required.	N/A	N/A
Tracking Findings and Outcomes	The grantee is required to provide data that measures the results of their work as specified by the JAG Grant performance measures.	Springfield submitted the necessary performance and financial management measures.

FY 2007 Charles E. Shannon, Jr. Community Safety Initiative
City of Springfield Police Department

Item	Application	Findings
Staffing: Applicants must provide a spreadsheet and narrative to their proposed costs. Personnel costs must be identified within each section with the role of each member.	The application outlines all personnel costs on the designated spreadsheet. The number of FTEs and current status of the employee is included in the spreadsheet.	The personnel costs comply with those identified in the application and as identified by the grantor.
Authorized Spending: Beverage, food, and fees for State Police are not allowable. No more than 3% of the total grant amount requested may be for administration of the program.	The total Shannon Grant initiative is $2,802,448.59. The City of Springfield was awarded $1,400,000 by the state in FY 2008. The grant requires a match by the City of Springfield of $1,402,448.59. The grant budget includes the Springfield Police	Administration is not greater than 3% of the total grant and pays for a portion of the grant administrator's salary costs. Beverage, food, and State Police fees do not appear on expenditures. No indirect is charged as the city has no

Item	Application	Findings
	Department Grant Administrator.	federally approved indirect percentage.
Budget Management (including matching/MOE requirements): The budget requires at least a 25% match by the applicant.	Springfield pledged a match of 100% of the total grant. This is done to cover the matching portion for any community-based sub-recipients that may be unable to cover the funds.	The match was met by Springfield.
Indirect Costs and Fringe: In order to apply an indirect cost rate, an indirect cost agreement must be provided.	The Grant requires that applicants provide an indirect rate agreement with partners. The indirect costs used by the municipality should be based on the standard Byrne JAG indirect cost requirements.	Sub-recipients of grant funding apply fringe for personnel costs. Fringe is also applied to any SPD personnel that are allocated to the management of the grant. For any police officer overtime, no fringe is applied.
Matching Contribution: Preference will be given to grantees that provide a matching contribution equal to 25% of the total award amount from public and or private sources.	The City of Springfield proposed that it would match 100% of the total project budget. This was done so as to cover community partners that could not afford the matching requirement.	The match was met by Springfield.
Tracking Findings and Outcomes: The grant requires participation in information sharing meetings, quarterly reporting, and data collection of youth violence and gang problems.	The signature on the grant accepts the grant's administrative terms and reporting requirements. Every sub-recipient was also required to sign a Contract so ensure compliance and that findings and outcomes are properly tracked.	The department adheres to all tracking requirements.

FY 2007 Assistance to Firefighters Grant Program

The Assistance to Firefighters Grant Award (AGA) in FY 2007 is for the procurement and purchase of an aerial ladder truck/apparatus. The grant does not allow any fringe to be applied.

Compliance Item	Application	Findings
Staffing: Equipment Grant Application, staffing not applicable.	Equipment Grant Application, staffing not applicable.	Equipment Grant Application, staffing not applicable.
Authorized Spending: For equipment grants, FEMA will cover 80% of the total cost. No direct or administrative costs can be billed to the grant.	The grant application requests the award of $762,000 for the procurement of an aerial ladder truck/apparatus. No other funding is requested. $609,600 is requested from the Federal government and $152,400 is the size of the applicant's share.	The grant has yet to be expended as of February 15, 2008 it is still in the procurement process. The funds can be drawn down once procurement and purchase order are confirmed and signed. FEMA sends wire transfer of funds to agency.
Budget Management (including matching/MOE requirements): The budget requires an 80/20 federal rate matching.	The original grant proposal requested $762,000. However, the grant award was decreased by FEMA to $609,600. At the reduced amount the matching requirement for Springfield is $152,400.	The final grant award was for $750,000. FEMA reduced the grant award by $12,000, decreasing the total federal and state share. The current budget on the FEMA website and the Springfield Fire Department now reflects this change. A Financial Order document was sent to the Finance Control Board to notify of the matching funds required with the updated grant award and matching amount of $150,000.

Compliance Item	Application	Findings
Indirect Costs and Fringe: The grant does allow for administrative and indirect costs to be applied to the grant using AFG grant funds.	No administrative costs or indirect costs are inserted into the budget as FEMA did not allow indirect cost rates to be applied to this equipment grant.	No administrative costs or indirect costs are inserted into the budget as the grant does not allow them.
Administrative Requirements The grant application requires that: • A free and open procurement process is conducted • A Performance Report after six months of award is submitted • The audit requirements of OMB Circular A-133 are followed	The signature on the grant accepts the grant's administrative terms and reporting requirements.	The Fire Department's budget is compliant with the Federal requirements. At the time of this review, nothing had been expended for the grant and the six-month report to FEMA was just being drafted. No additional notice of non-compliance has been received.

H. SCHOOL DEPARTMENT

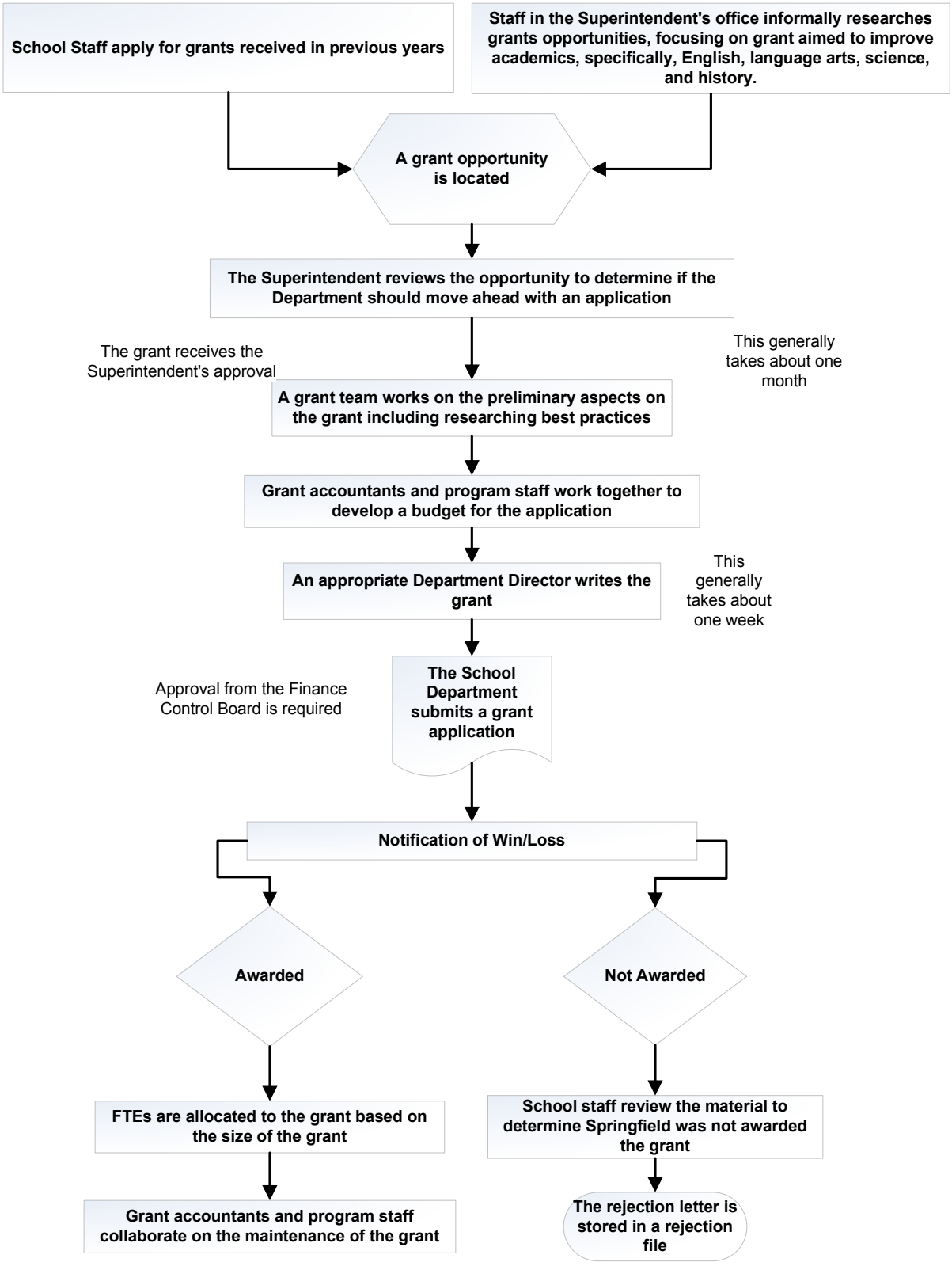
The Springfield School Department is going through a period of transition under which a new CFO was appointed and the management of Federal Title Education grants was moved to the School Assessment, Research, & Accountability Department.

PCG spoke with Schools Chief Financial Officer, Bob Peters, Assistant Superintendent, Ann Southworth, and Mindie Richter, who had been a Grant Accountant in the Schools' Central Office and now oversees NCLB management in the Assessment, Research, & Accountability Department. School financing operations are undergoing a significant reorganization that, when complete, will change the way grants are managed.

The Schools CFO indicated that he plans to leverage this change into new processes for fiscal management in the Department. This would apply to grants management, where fiscal staff will play a greater role in collaborating with program staff to identify new funding sources, track all grant requirements, and manage both the program and fiscal elements of grants.

Within this restructuring environment, it is important to note that PCG has documented the way that grants were managed based on past process and the current title grants process.

I. As-Is process


School Staff apply for grants received in previous years
Staff in the Superintendent's office informally researches grants opportunities, focusing on grant aimed to improve academics, specifically, English, language arts, science, and history.
A grant opportunity is located
The Superintendent reviews the opportunity to determine if the Department should move ahead with an application
The grant receives the Superintendent's approval
This generally takes about one month
A grant team works on the preliminary aspects on the grant including researching best practices
Grant accountants and program staff work together to develop a budget for the application
An appropriate Department Director writes the grant
This generally takes about one week
Approval from the Finance Control Board is required
The School Department submits a grant application
Notification of Win/Loss
Awarded
Not Awarded
FTEs are allocated to the grant based on the size of the grant
School staff review the material to determine Springfield was not awarded the grant
Grant accountants and program staff collaborate on the maintenance of the grant
The rejection letter is stored in a rejection file

II. Grant Reversions

In FY07, the Springfield School Department reported $479,427.98 in reversions. Some

Review of Grant Sample

FY07 Grant Applications Submitted	*FY07 No. of Grants Won*	*FY07 No. of Grants Lost*
62	***60***	***2***

*grants won taken from information received from Springfield accounting office.

Table of Grants Reviewed

CFDA	Federal, State, or Other	Grant Type		FY 2007 Award Amount	Award Dates
84.027	Federal	Formula	SPED 94	$6,165,469.28	7/1/2006-6/30/2007
N/A	Other	Discretionary	Dewitt-Wallace	1,000,000	7/1/2006-6/30/2007
N/A	State	Discretionary/Competitive Grants	Quality Full Day	$1,519,215	7/1/2006-6/30/2007
84.359	Federal	Discretionary/Competitive Grants	Early Reading First-No Cost Extension	$388,168**	7/1/2006-6/30/2007
84.374	Federal	Discretionary	Teacher Incentive Fund	Loss	
84.359	Federal	Discretionary/Competitive Grants	Early Reading First Program	Loss	

** Early Reading First is a no cost extension of FY03 revenue. Expenditure data taken from data provided by the Auditor's Office

III. Applications Awarded

The Springfield School Department applies for about 60 grants each year. The Department generally is awarded the grants they apply for, but has two losses in FY07.

Dewitt-Wallace (Win)

The Dewitt-Wallace Foundation provides discretionary project grants in multiple areas including; school leadership projects, building appreciation, arts, and out of school learning programs. Springfield's Dewitt-Wallace grant focuses on building leadership in at the school administration level.

Section	Findings/Summary
1. Problem Statement and Objectives	• The Dewitt-Wallace application problem statement and objectives are clearly described. • The application states the objective of emphasizing the leadership role of administrators by expanding the administrative mentoring program to improve leadership in the schools.
2. Project Design	• The project design is sufficient and is described in the *Training and development* section • Springfield proposes to develop their program around the Professional Standards for Administrators (STAR) to create a program meet diverse needs of administrative staff • A bulleted list of activities that will be implemented if the grant is awarded for the fund year
3. Evaluation Standards	• The application includes a *measures* section, but it is unclear if and how Springfield will utilize these elements for evaluation of programs related to the Dewitt-Wallace grant • A summary report will be delivered, but details of the summary report are not included
4. Budget and Funding	• The budget was not included in the materials provided to PCG.

Quality Full Day Kindergarten (Win)

Quality Full Day Kindergarten is a state-funded grant. The purpose of this grant is to support high quality educational programs for children in full-day kindergarten. This can be accomplished through improving the quality of curriculum and children's classroom environment; providing continuity of curriculum from preschool through grades one to three; and developing other programmatic components of the kindergarten grant program.

Section	Findings/Summary
1. Problem Statement and Objectives	• The application contains adequate responses to all questions posed regarding the implementation of Quality Full Day Kindergarten.
2. Project Design	• Through the response to posed questions, the application states how the City will continue to improve the Kindergarten experience for children.
3. Evaluation Standards	• The application does not propose how the program will be evaluated.
4. Budget and Funding	• A budget is included which details project expenditures.

Early Reading First (Loss)

Early Reading First is a federally funded grant program that provides local communities with resources to improve literacy, early language and pre-reading development of preschool aged children who are typically from low-income families.

The school department received a copy of the score sheets from the Early Reading First review committee. The following findings have been summarized from the score sheet. The table below is the average of the three score sheets.

Selection Criteria	Points Possible	Points Scored
Quality of the Project Design	60	42.33
Quality of the Project Personnel	10	6
Adequacy of Resources	5	1.67
Quality of the Management Plan	15	9.33
Quality of the Project Evaluation	10	5.67
Total	**100**	**65**

****The following comments were taken from the score sheets used to asses the grant application.***

Section	Findings/Summary
1. Problem Statement and Objectives	• The problem statement and objectives are stated, though additional justification for the objectives is needed. • A clear management plan is presented. • The role of the contractor, University of Massachusetts, strengthens the feedback. • A justification of objective benchmarks would be helpful.
2. Project Design	• The project design lacked adequate description of related programs. • Coordination among the schools and community centers is a benefit to the proposed project. • The proposal includes evidence of integrating existing programs and developing a professional development plan. • Additional specifics regarding how the proposed activities will support the program goals is necessary. • The commitment of community partners to the project is not explained clearly enough. • Include additional explanations of why the proposed activities are unique and beneficial to literacy.
3. Evaluation Standards	• The proposed assessments need to be significantly adjusted. • The Department has proposed to use too many assessments, some of which are redundant. • Some of the proposed assessments may interfere with student's learning. • A more detailed plan and assessment may make the proposed measures more clear. • Cross-Group analysis is a useful approach to assessing effectiveness. • Curriculum will be measured and evaluated which will be important when measuring outcomes.
4. Budget and Funding	• Costs are reasonable in relation to the proposed activities.

Teacher Incentive Grant (Loss)

The Schools Department received a copy of the score sheets from the Teacher Incentive Fund Program review committee. The following findings have been summarized from the score sheet. The table below is the average of the three score sheets.

Selection Criteria	Points Possible	Points Scored
Need for the Project	5	3.33
Quality of the Project Design	50	33
Adequacy of Resources	20	12.33
Quality of the Management Plan and Key Personnel	15	9
Quality of the Project Evaluation	10	6.33
Competitive Priority 1	10	3.33
Competitive Priority 2	5	4
Total	**100**	**71.33**

****The following comments were taken from the score sheets used to asses the grant application.***

Section	Findings/Summary
1. Problem Statement and Objectives	• The problem statement is adequate. • Size and scope of the project is described. • The proposal should clearly state that each school meets the necessary needy criteria.
2. Project Design	• Aspects of the project design can be improved including information on staff and timeline. • The plan for performance-based compensation plans is infused in the long-term operation of the district, but address how the state exams factor into the plans • More information on the participating teachers would be beneficial • The professional development activities are given adequate attention in the application • In depth research supports program elements • Information outside the project scope should not be included in the application • The proposed timeline of activities is vague and needs clarification

Section	Findings/Summary
3. Evaluation Standards	• The evaluation tools are addressed, but additional information on how evaluations will be implemented and their specific goals should be addressed. • Partnering with experts on data analysis will improve evaluations.
4. Budget and Funding	• The budget needs to be expanded with more specific information on how the grant will be spent and sustainability needs to be addressed. • It is not clear how the project will be sustained when the grant period ends. • Since the budget is so large, the program narrative should be more specific.

IV. Grant Compliance

FY 2003 Early Reading First

We reviewed the 2003 Early Reading First grant application. In 2007, Springfield applied for a no cost continuation of the grant of the 2003 grant. The FY2008 RFP was used for this review. The Early Reading First program supports the development of early childhood centers of excellence that focus on all areas of development. These centers focus on the early language, cognitive, and pre-reading skills that prepare children for continued school success and that serve primarily children from low-income families.

Compliance Item	Application	Findings
Staffing: The Early Reading First grant may be used to support staff and consultants	The budget and budget narrative describe costs for a Project Manager, coaches and Research Assistants.	The Springfield School Department is complying with the staffing requirement.
Authorized Spending: Early Reading First program must provide activities to assist the following categories: • Classroom Environment: Provide preschool-age children with high-quality oral language and print-rich environments.	Springfield's Early Reading First Application provides a comprehensive narrative that describes how professional development will be implemented in the classroom setting. Instructional material and literacy experts will be used. The types of data that	The Springfield School Department is complying with the authorized spending guidelines.

Compliance Item	Application	Findings
• Professional Development: Provide professional development for staff • Services and Instructional materials: Identify and provide activities and instructional materials that are based on scientifically based reading research. • Screening Assessments: Acquire and provide training in the use of reading assessments • Integration: Integrate those instructional materials, activities, tools, and measures into the overall program.	will be collected and assessments are also described.	
Budget Management (including matching/MOE requirements: Applicants are required to provide an itemized budget breakdown for each project year.	The application includes an itemized breakdown of budget items over the three year period.	The Springfield School Department is complying with budget management.
Indirect Costs and Fringe: Indirect and fringe costs are allowable.	Indirect and fringe costs are included in the budget.	The Springfield School Department is complying with the indirect and fringe costs.
Administrative Requirements (management, reporting, document retention, procurement, audits, etc.): All grantees are required to submit annual performance reports to the U.S. Department of Education annually that includes: • The cost per preschool-aged child participating in the Early Reading First program who achieves significant gain in oral language skills as measured by the Peabody Picture Vocabulary Test, Receptive		

Compliance Item	Application	Findings
(PPVT-III, Receptive); • The percentage of preschool-aged children participating in the Early Reading First program who demonstrate age-appropriate oral language skills as measured by the Peabody Picture Vocabulary Test-III, Receptive (PPVT-III, Receptive); • The average number of letters Early Reading First preschool-age children are able to identify as measured by the PALS Pre-K Upper Case Alphabet Knowledge subtask; • The Early Reading First teachers' average score on the Literacy Environment Checklist on the Early Language and Literacy Classroom Observation (ELLCO) Toolkit after each year of implementation. • The types of preschool programs supported with Early Reading First funds, and the number and ages of children served by those programs; • The number and qualifications of the program staff who provide language, cognitive, and early reading instruction under those preschool programs and the type of ongoing professional development provided to that staff; and • The results of the grantee's evaluation of the success of the activities supported with Early Reading First funds in enhancing the language, cognitive, and early reading development of the preschool--aged children served by the project.		

FY 2007 Quality Full Day Kindergarten

The purpose of the Quality Full Day Kindergarten grant is to support high quality educational programs for children in full-day kindergarten. This can be accomplished through improving the quality of curriculum and children's classroom environment; providing continuity of curriculum from preschool through grades one to three; and developing other programmatic components of the kindergarten grant program. Full Day Kindergarten is defined as a minimum of 5 instructional hours, 5 days a week, 180-days/school year.

Compliance Item	Application	Findings
Staffing: Classrooms should be developing plans to meet NAEYC quality criteria in the area of class size and adult-child ratios.	Springfield kindergarten classrooms are responsible for independently working toward meeting NAEYC standards.	The School Department is complying with the criteria.
Authorized Spending: Funds may be used for personnel, substitutes and stipends for district employees, partial tuition for college courses for instructional aides, teacher mentors, onsite curriculum coaches, or other technical assistance, consultants and specialists.	Grant expenditures cover professional staff, support staff, consultants, instructional materials for courses, and travel	The School Department is complying with the authorized spending guidelines as outlined on the budget form.
Budget Management (including matching/MOE requirements: Districts may apply for up to $7,500 per full-day classroom in which funding is not used for staff and $14,900 per full-day classroom in which funding is used for staff.	The application clearly delineates funding for full-day classrooms in which staff is being funded by this grant and those classrooms that do not have staff that are funded by this grant.	The School Department is complying with the budget criteria.

Compliance Item	Application	Findings
Indirect Costs and Fringe: Indirect and fringe costs are allowable.	• Indirect costs are not included in the budget • Fringe costs are included at $241,720.	The School Department is complying with the indirect and fringe requirements,
Administrative Requirements (management, reporting, document retention, procurement, audits, etc.): The grantee must complete a Required Statistical Information Form.	The application contains this form.	The School Department is complying with criteria.

FY 2007 Springfield School Department Dewitt-Wallace

The goal of Wallace's education leadership initiative is to develop, test and share useful approaches for improving the training of education leaders and the conditions that support their ability to significantly lift student achievement across entire states and districts, especially in high-needs schools.

Compliance Item	Application	Findings
Staffing: The goal of the Wallace grant is to improve leadership in the schools. The Foundation looks for states that have already developed strong leadership in place and are looking to further improve the system.	The application offers a number of methods that Springfield and Boston schools will use to improve leadership. This includes: Redefining leadership roles according to the new standards built upon the *Framework for Professional Responsibilities,* and the development of a statewide leadership assessment system.	The School Department is complying with the staffing requirement.
Authorized Spending: The authorized grant is $2,000,000	The application narrative requests $2,000,000.	The School Department is complying with the authorized spending limit.

Compliance Item	Application	Findings
Budget Management (including matching/MOE requirements: A three-year work plan and budget is required in the proposal, with the most detail for 2007-2008. The budget should include the costs to be incurred by the combined state-district sites. Municipalities will be considered only if they leverage support from non-Wallace Foundation funding sources.	PCG did not receive a copy of the budget; however the narrative reports that the MA State Department of Education will contribute funding.	
Indirect Costs and Fringe:	PCG did not receive a copy of the budget	
Administrative Requirements (management, reporting, document retention, procurement, audits, etc.): Two progress reports will be required each year, including student achievement data.	PCG will not receive copies of these reports since they are not complete and must first be sent to the City and Massachusetts Department of Education.	